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ABSTRACT

The articles in this volume, focusing on the knowledge, skills, and attitudes needed for competent evaluation of teaching, were originally presented at the National Symposia for Professionals in Evaluation and Research (NSPER:82) conferences in Portland, Oregon; Philadelphia, Pennsylvania; and New Orleans, Louisiana. After an introduction by William J. Gephart and Robert B. Ingle, Richard P. Manatt provides his view of the knowledge, skills, and attitudes necessary for competent teacher evaluators. Skills discussed include analyzing lesson plans, preobservation conferences, classroom observation, data analysis and postobservation conferences, writing evaluation reports, and setting job improvement targets. Manatt also reviews training resources for teacher evaluators, and concludes with a discussion of organizational policies as they relate to teacher evaluation. The second article by Freda M. Holley investigates the various roles an evaluator must play: the most important role as manager; the three most difficult roles (facing legal issues, confronting problem behavior, and creating climate); and the most rewarding role as change agent. In the third article, Jerry J. Bellon likewise lists and discusses what he perceives as the roles, optimal attitudes, skills, and knowledge necessary for a skilled evaluator. In the final article William J. Gephart and Robert B. Ingle attempt to clarify some of the persistent problems in approaching the evaluation process and provide a consensus opinion based on the other presentations. (TE)

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The Competent Evaluator of Teaching

Edited by Willard R. Duckett

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A CEDR Monograph
Phi Delta Kappa

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The Competent Evaluator of Teaching

edited by
Willard R. Duckett

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Preface

Both public and professional demands in recent years have brought the public schools around to an acceptance of systematic evaluation of teaching. Parents want better instruction for their children, and they see rigorous, systematic evaluation of teachers as a primary means of improving the quality of classroom instruction. Administrators want solid, reliable information on which to base their decisions about staffing. They want systematic evaluations that are done by highly competent people, because they realize that their decisions on retention and dismissal, transfers and promotions, or merit pay and master teacher status are increasingly subjected to arbitration and judicial review. Teachers generally welcome evaluation as being in their own best professional interest—provided it is done fairly, respects their personal integrity, and is helpful in their professional growth.

Given the present climate for teacher evaluation, greater emphasis is being given to classroom observation, more frequent administrator conferences with teachers regarding teacher performance, remedial inservice training, and distinctions between formative and summative evaluation.

Little attention has been given, however, to the roles and responsibilities, the requisite skills and competencies, of those who will carry out the evaluations. In many cases it is assumed—based on tradition and customary policies—that building principals or supervisors will evaluate the teachers under their immediate supervision. Building principals have traditionally inherited the role of evaluator by virtue of their administrative positions. It is becoming apparent that many of these administrators are uncomfortable in their new roles as *systematic* evaluators of teaching. Little in their academic backgrounds prepared them for systematic, objective, empirical evaluation of their teaching staffs. Furthermore, teachers are understandably resentful when administrators who are not thoroughly trained and competent pass judgment on their performance in ways that can affect their careers.

Thus it is relevant to ask, as William Gephart does in this volume, "What are the qualifications that make *you*, Mr. Teacher Evaluator, competent to evaluate my teaching?" How much do

you know about the subject matter I teach? How much do you know about the children I have been assigned to teach? What do you know about the materials and equipment I use? How much do you know about learning theory and the variables in teaching styles? In short, teachers want to know that evaluations that may determine their futures as professionals will be done by highly competent people.

Educators are just beginning to take up the issue of evaluator competency. In this volume Freda M. Holley, Richard P. Manatt, Jerry J. Bellon, William J. Gephart, and Robert B. Ingle address the following timely questions, among others: What makes a person a competent evaluator of teaching? What must a teacher evaluator know? What skills and attitudes do successful evaluators possess? What activities do they perform? What can they hope to accomplish?

The articles in this volume were originally given as presentations at the NSPER:82 conferences (National Symposium for Professionals in Evaluation and Research) in Portland (Oregon), Philadelphia, and New Orleans. The presenters have revised their articles to reflect many of the ideas and broad-based perspectives of over 250 conference participants.

Willard R. Duckett
Phi Delta Kappa

Introduction

by
William J. Gephart
and
Robert B. Ingle

Most of the time when the phrase "evaluation of teaching" is used, people think about the teacher and his or her behaviors. That was the focus of several of the NSPER (National Symposia for Professionals in Evaluation and Research) sessions: planning for the evaluation of teaching, different ways to measure the quality of teaching, creating use-tailored observation instruments, and using information generated in the evaluation of teaching. In almost all of these sessions a question was raised, usually by a classroom teacher. That question asked, "What are the qualifications that make *you*, Mr. Teacher Evaluator, competent to evaluate my teaching? What do you know about the subject matter I teach? About the kids I've been assigned to work with? About the equipment and materials I have to work with?"

Answers to the teachers' questions through prior research were not found in abundance. Because of that NSPER:82 was designed to develop an *initial* description of the teacher evaluator's competence. The resource persons, selected because of their work experiences, were asked to describe the roles the evaluator can or does play, the knowledge domains that should be

mastered, the skills that he or she should be able to perform, and the attitudes that are needed. The NSPER:82 participants were asked to discuss the items proposed in the following ways:

1. What is the meaning of the items suggested by the resource persons?

2. Are there items (roles, knowledge, skills, and attitudes) among those presented by the resource person that should be deleted? What is the logic that supports that deletion?

3. Are there items that should be added? On what logic?

The NSPER:82 co-directors, resource persons, and participants recognize that logic and consensus are not a sufficient basis for the establishment of knowledge. Thus, it is hoped that researchers will subject this description of the teacher evaluator's competence to rigorous empirical verification. It is also hoped that practitioners will use these listings with caution. In the absence of empirical substantiation the practitioner must rely on her or his value system. It is hoped that practitioners, the teacher evaluators in our schools, will consider the elements of competence presented here and will find congruence with their own personal value systems.

Throughout the NSPER:82 sessions the terms "teacher evaluator," "teacher evaluation," and "evaluation of teaching" were used. Sometimes these terms carried the same meaning. At other times it was clear that there was a difference. Some concern was voiced about the terms that sounded as if the teacher was being evaluated. The intended focus was the evaluation of teaching, *not* of the person. Sometimes it is necessary to evaluate the person as "teacher." It should be firmly implanted in all our minds that we are not sitting in judgment; it is not our job to evaluate an individual as a person. The acceptance of that statement means that throughout this report, the use of any of these terms means a focus on the activity *teaching*, not the person.

NSPER

Portland Presentation

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Competent Evaluators of Teaching: Their Knowledge, Skills, and Attitudes

by
Richard P. Manatt

"Things are never what they seem; skim milk masquerades as cream."

—Sir G. S. Gilbert

Barak Rosenshine used to get a roar of laughter from seminar and convention crowds when he would say, "There are three eternal quests of mankind: the Holy Grail, the fountain of youth, and the search for a valid and reliable means of evaluating teaching!" Today, the teacher performance evaluation quest goes on, but we have some guideposts from research and a lot of experience from the systems development activities of the 1970s.

In preparing for the 16th National Symposium for Professionals in Evaluation and Research (NSPER:82), I was asked to answer six questions:

1. What is the teacher evaluator's role?
2. What information does one need to become a competent evaluator?

3. What skill does the competent teacher evaluator use?
4. What attitudes are essential?
5. What training resources are available for evaluators?
6. What organizational policies promote the evaluation of teaching?

The Evaluator's Roles

Research in the past 10 years has given a strong direction for criteria, monitoring, reporting, and performance improvement. These activities suggest the following roles: being a role model for teachers, being a coach, being a counselor, being a researcher, being a methods expert, being a clinician, being a connoisseur of fine teaching, and being an actor. The questions of purpose and standards are, in the main, to be answered by state and/or school policy and have been least-well researched. Nonetheless, as of this writing, 26 states have mandated teacher performance, and five more are considering bills for the 1983 legislative sessions (Wuhs, 1982). Teacher performance evaluation is a skill (or series of skills) and, like skiing, tennis, or winning at Atari games, teacher performance evaluation can be enhanced by training. The component roles (and skills) have been identified by many (Bolton, 1973; Borich, 1977; Brophy, 1979; Mitsakos, 1981; Manatt, 1981). Most authorities agree that the process of teacher *performance* evaluation — as contrasted to process-product evaluation — is determining progress toward predetermined performance objectives, *i.e.*, is the teacher performing in ways that the school district or independent school desires? Using that definition, the principal, headmaster, or supervisor must play roles in: 1) classroom observation, 2) conducting pre- and postobservation conferences with the teacher, 3) analyzing teacher performance and developing coaching and counseling strategies for feedback, 4) lesson analyzing (so that the functional classroom curriculum matches what the school organization has planned), 5) helping the teacher set job improvement targets and high expectations for the next evaluation cycle, and 6) monitoring and analyzing the achievement and needs of students to create necessary changes of instruction.

Table 1 illustrates the activities and roles to be played. For most teacher evaluation systems, the roles will be played cyclically over a one-year period for probationary teachers and a two or three-year cycle for tenured teachers. Independent schools tend to evaluate every teacher every year and, not surprisingly, often retain the right to dismiss teachers with as little as two weeks'

Table 1. Roles of the Teacher Performance Evaluator

Steps in the cycle	*Roles*
1. Establish the rules of the game	Researcher
2. Orient teachers	Coach, role model
3. Analyze lesson plans	Methods expert
4. Conduct preobservation conference	Counselor
5. Conduct classroom observation(s)	Clinician
6. Conduct postobservation conference	Actor, connoisseur, role model
7. Synthesize data	Methods expert
8. Write evaluation report	Judge
9. Set job improvement targets (sequence repeats)	Role model, methods expert, researcher

notice. In order to truly establish the rules of the game, most school administrators must have a pretty good knowledge of research on teaching. Because the data base is constantly growing in this area, they are, of necessity, constantly reading, analyzing, and combining the various "teacher shoulds," to use a term coined by Nate Gage. "Teacher shoulds" are actually practical applications of learning theory. They are "applied educational psychology." Generally speaking, the principal or other teacher evaluator thinks in terms of "if-then" principles of teacher behavior.

Next, the teacher needs to be oriented to the established system. Serving as a coach and role model, the teacher evaluator makes sure that the teacher knows the rules of the game — no surprises!

Frudden (1982) has established that the typical teacher evaluator cannot measure and judge the lesson plan the teacher is delivering and the quality of presentation at the same time. Therefore, the third step includes analyzing the lesson plans that are periodically submitted by the teacher as a part of the preobservation activities. Certainly this step calls for the role of "methods of teaching" expert.

Step four is the preobservation conference. Such a conference will not be held for every cycle — following the principle of "the wise evaluator just evaluates as much as he or she needs to, or don't fix it if it ain't broke." Nonetheless, the evaluator should periodically hold a preobservation conference in order to improve the planned instruction before it is delivered. At this time the evaluator plays the role of counselor. This role also appears periodically in the postobservation conference when the teacher needs someone to help analyze and understand what happened.

Next, the classroom observation is held. Sitting in a classroom, holding the ubiquitous yellow legal pad for notes, the principal or other evaluator serves as a clinician and captures data for later discussion. As many as 16 "mirrors on the classroom" have been identified for such a role (Mitsakos, 1981).

The teacher evaluator really earns his or her pay when conducting the postobservation conference. This is where you link skillful supervision to knowledge of sound learning theory. The role played is connoisseur. The problem, of course, with connoisseurship is that one man's escargot is another man's snails. Both the teacher and the principal must know research on teaching and have a common language. I use the acronym CCM for what ensues in the conference. This stands for "confrontation, communication, and motivation." Playing the role of an actor,

connoisseur, or role model, the teacher evaluator must confront the teacher with his or her actual behavior, communicate exactly what's going on as a result of teacher behavior, and motivate the teacher to improve or change behavior for the next performance cycle.

After several classroom observations, the teacher evaluator must synthesize the data and make an annual or multi-year summative report on the teacher's effectiveness. Number eight, writing this evaluation report, calls for the evaluator to be a judge. It has been my experience in examining the formative and summative skills of thousands of teacher evaluators that most teacher evaluators tend to be too judgmental in the formative steps and too descriptive in the summative steps. Perhaps the best advice that can be given to a teacher evaluator in playing these roles is: "It didn't happen if you didn't see it, and you didn't see it if you didn't write it down."

Finally, in step nine, the principal must help the teacher set job improvement targets — sometimes called professional growth targets or professional improvement commitments — in order to raise the level of performance in following cycles. At this time the evaluator is again playing a role model, methods expert, and researcher.

Keep in mind that teachers play roles too. Teachers have developed strategies for dealing with the problem of administrators doing something for them but also doing something *to* them. The roles that some teachers play center on bluff, bluster, and feigning knowledge. Teachers role play their way through conferences thinking, "No! no! no!" but saying, "Yes! yes! yes!" Art Blumberg has been troubled by this phenomenon for a long time (1980).

Each side is aware of the game, and it frequently gets played with each party feeling that he has won. The teacher knows that he is going to be observed and evaluated. He tells his students. If they like the teacher, they take care of him, and the supervisor, who probably went through the same process as a beginning teacher, observes a good lesson. The teacher gets what he wants, and the supervisor gets what he or she wants.

Blumberg has long maintained that the supervisors, saddled with the responsibility of evaluating teachers, are incapable of establishing a collegial relationship with them and therefore are unable to provide real help. My personal viewpoint is that's the nature of being a "boss," and certainly the head teacher, principal, or headmaster must play the role of a boss. The hostility that arises in the appraisal conference is known as "dopple-

ganger" in the jargon of performance appraisal. Doppleganger is natural; it's often described as "the *silent* treatment," and if you're a boss, doppleganger comes with the territory.

Who should play the umbrella role of teacher performance evaluator? In the bulk of our schools, the principal has primary responsibility for formally evaluating teachers. Over the years it has become apparent that multiple sources of data and multiple appraisers would be more useful. That's the major case for clinical supervision in its pure form. Blumberg (1980) has indicated that the evaluator is a source of anxiety and is, therefore, ineffective as a supervisor/helper. In 1974 the National School Public Relations Association Report suggested that peer evaluation was the way to go, because peers could reduce the threat and open up communication better than a "boss". But lack of training and having little released time to observe their colleague, plus the reluctance of teacher organizations to allow principals to give up that role, even a little bit, hinders the movement. Self evaluation has been tried and is certainly useful for orientation, but has very little discrimination power.

One might think that student input would be most valuable in evaluation, and indeed it does have superior discrimination power to identify super teachers and teachers who are performing subpar (Manatt, 1973). There are many who have written persuasively on advocating the more extensive use of student input (Millman, 1981).

Finally, there is a school of thought that argues only output counts, and we should have less attention given to teacher performance evaluation in the first place. Popham, McNeil (1973) and others have toiled diligently in an attempt to develop a workable design to link level of teacher competency to student outcomes. These efforts in the large part have been in vain. In sum, it appears that the first-line supervisor will play all the roles of teacher evaluation in the foreseeable future. It is the contention of this writer, however, that a backup team for intensive assistance, corrective discipline, and perhaps dismissal for the one or two percent of the teachers who are incompetent, will enhance all of the roles played by the first-line supervisor.

However we define the roles and assign them, research on effective schools has told us that schools must have effective leaders. Much of what the school does to promote achievement is within the principal's power to influence and control. Specifically, Sweeney (1982) identified six leadership behaviors that have been consistently associated with schools that are well-managed and whose students achieve. They are: 1) emphasize achievement, 2)

set instructional strategies, 3) provide an orderly atmosphere, 4) evaluate student progress, 5) coordinate instructional programs, and 6) support teachers. Some research in progress directed by Sweeney would indicate that there is an intriguing interaction between the principal's performance, school climate, and activities to improve teacher performance. Simply put, it appears that there is a tradeoff with lower faculty morale if principals press hard for improved teacher performance (Pinckney, 1982).

What Must the Competent Evaluator Know?

The School Improvement Model (SIM) Project which I direct is devoting five years of study to this question.[1] With four year's experience behind us, it seems that the answer is knowledge of:

1. *Self.* This would include personal learning styles and other evaluator biases such as "likemeness," "halo effect" and the tendency to overrate.
2. *Elements of effective instruction.* What are the effective teacher behaviors that associate with high student achievement?.
3. *Clinical supervision.* Sometimes, and for some teachers, this is the best way to go even though it's labor intensive.
4. *How to develop a use-tailored teacher evaluation system.* Such a system looks at teaching style variables, employee variables, and context variables (such as constraints on time, topics, and materials available); "use-tailored" because the development of a teacher performance evaluation system is a people change as much as a paper change.
5. *How to infer.* What kind of evidence is needed for high and low inference items? A high inference item would be "enthusiasm"; low inference would be "the teacher states learning objective(s)."
6. *Conference techniques.* When is the appropriate time to use "tell-and-sell, tell-and-listen, or the problem-solving approach?"
7. *Legal aspects of procedural and substantive due process for teacher evaluation.*

---

[1]A consortium comprised of five K-12 school organizations: Breck School, Edina Public Schools, Minneapolis Public Schools, Northfield Public Schools (all in Minnesota), Spirit Lake (Iowa) Community schools and the Research Institute for Studies in Education (RISE) of the College of education, Iowa State University. Funded by the Northwest Area Foundation of St. Paul and the consortium members, SIM is directed toward four linkages: teacher performance evaluation, administrator performance evaluation, program evaluation, and staff development.

8. *How to handle the marginal teacher.* Most successful teacher evaluation systems have a separate routine or system for the subpar performer.

9. *What teachers want from performance evaluation.* Teachers never complain about negative feedback — it's no feedback they gripe about. You won't have any effect if you don't communicate it to the teachers.

Space limitations prohibit discussion of all but a couple of these knowledge areas. Knowledge of self has proven to be most helpful in overcoming rater bias. It appears that a teacher evaluator tends to overrate instructors who are using teaching styles congruent with the appraiser's learning style. A number of diagnostic instruments on learning styles are available to identify how adults learn. I have had great success with the new Gregorc *Style Delineator* published in 1982 by Gabriel Systems, Inc., Box 357, Maynard, Massachusetts 01754. The dominant style characteristics identified by this instrument are labeled "concrete sequential," "abstract sequential," "abstract random," and "concrete random." Administration of the instrument only takes four or five minutes, and most teacher evaluators find the knowledge of their learning styles very useful subsequently when they counsel with teachers about the need to teach to several learning styles. Contrary to the generally held notion that "all school administrators are concrete sequential learners," a nationwide sample tested by this writer in the summer of 1982 was predominately bimodal (49%). Table 2, following, contains the results.

Table 2. Learning Styles Distribution of School Administrators

Styles	*Percentage*
Concrete Sequential	31
Abstract Sequential	9
Abstract Random	5
Concrete Random	8
CS-AS	20
CS-AR	7
CS-CR	7
AS-AR	2
AS-CR	2
AR-CR	9
	100

N = 812

These administrators, all in training to enhance their teacher performance evaluation skills, typically expressed surprise that so many others had preference for styles different from theirs. Preliminary analysis indicates that, irrespective of the evaluator's learning style, most evaluators showed a preference for teachers (in videotaped protocol materials) who taught in a concrete sequential manner.

One presumes that principals, department heads, and supervisors would be well-acquainted with the research on teaching and techniques of clinical supervision. In the U.S. such is not the case generally. There are states where all administrators have had recent training in such topics. Georgia and Washington would be good examples, with Florida just cranking up such an endeavor (Wuhs, 1982). In other states, the knowledge level is quite varied with individual districts and regions (because of the efforts in financial support from intermediate units) having a great deal of collective knowledge; in others, research on teaching is little known and clinical supervision is a vaguely understood phrase. Canada, incidentally, is generally ahead of the United States in this regard.

The impact of certain individuals in doing basic research, *viz.*, Thomas Good, Jerry Brophy, Carol Evertson, Barak Rosenshine, David Berliner, Gary Borich, and the service of others to disseminate this new knowledge is remarkable. Trainers such as Madeline Hunter, Douglas Russell, Sue Wells, Joan Maxwell (all at UCLA), Ernest Stachowski from Long Beach, California; Erline Minton, from Orange, California; Thomas McGreal at the University of Illinois; Dale Bolton, University of Washington; Thomas Good at Missouri; Jerry Bellon at the University of Tennessee; and Shirley Stow and James Sweeney, my colleagues at Iowa State University, all have worked across the United States. Nonetheless, a quick show of hands at most teacher evaluation conferences will reveal almost no one has much formal training in clinical supervision, and the knowledge of elements of effective instruction is scant.

The teacher evaluator must know the principles of effective teaching — often referred to as the elements of effective instruction. Ideally, the teacher evaluator must be a connoisseur of good teaching. The great popularity of seminars and institutes dealing with clinical supervision, teacher performance evaluation, and effective teaching is probably due to the nagging doubts principals have about criteria of effective teaching and their general lack of knowledge vis-a-vis applied learning theory. In recent years process-product studies — in which measures of teacher and stu-

dent behavior (the classroom processes) were associated with measures of student achievement (a major product or outcome of instruction) — have provided many replicated relationships between what teachers do and how well students learn. Follow-up studies, wherein teachers are taught to use, or increase the frequency of, the more effective teacher behaviors have produced significant positive results.

Thus, in general, systematic observation of teacher behavior can produce valuable information, and sharing this information with teachers via coaching and counseling sessions can help them improve their teaching (Brophy, 1979; Stow, 1979). Many studies on the process-product distinction have identified effective teacher behaviors (Borich, 1977; Peterson and Walberg, 1979). Investigators at Iowa State University have spent many years refining and sifting the effective teaching research to create teacher performance evaluation criteria (Manatt, Palmer, and Hidlebaugh, 1976). At present, the School Improvement Model (SIM) Project (Blackmer, *et al.*, 1981; Manatt, 1982; Sweeney and Manatt, 1982) can provide a complete array of recommended teacher performance areas, criteria response modes, and standards. The same kinds of effective behaviors are now available in principal evaluation document form from SIM.

Perhaps the best place to start in training principals and teachers in the elements of effective instruction is in the teacher decision-making model and the specific sub-component Madeline Hunter and Douglas Russell call "lesson design." Lesson design starts with a statement of the lesson objective. Before a lesson can be designed, an objective must be written. In teacher talk, the lesson objective will state what the student can do at the end of the lesson. What the student can do at the end of the lesson is something that he or she could not do at the beginning of the lesson. Next, Russell and Hunter (1976) propose seven steps in lesson design. They are:

1. *Anticipatory Set.* This is an activity to focus students' attention, provide a brief practice and/or develop a readiness for instruction that will follow. It should relate to some previous learning. If successful, the anticipatory set should help the student get mentally or physically ready for the lesson.

2. *Objective.* Teacher clearly informs the student what to expect and what to be able to accomplish by the end of the instruction. The objective should be specific in content and focus on observable behavior. The objective should let students know what is going to happen — e.g., restate the lesson objective in their own words.

3. *Input.* What information must the student have in the lesson so that he or she may reach the objective? The teacher needs to determine how the student is going to get this information or what the means of instruction will be. It is important that the teacher determine what new information is needed by the learner.

4. *Modeling.* When the student sees an example(s) of an acceptable finished product, or of what the new learning looks like, the teacher needs to focus on the essentials and label the critical elements.

5. *Check for Understanding.* The teacher checks for student's possession of essential information and the skills necessary to achieve the instructional objective. This can be done by the teacher observing the student performing the new skill. One needs to look for bits and pieces and small segments of the whole.

6. *Guided Practice.* The student's first attempts with new learning are guided so they are accurate and successful. The teacher must closely monitor what the student is doing to see that the instruction has "taken." Mistakes need to be corrected if seen by the teacher.

7. *Independent Practice.* When the student can perform the skills or process without major errors, then she or he is ready to develop fluency by practicing without the availability of the teacher. The teacher does not need to monitor the practice as the student is doing it, but should check the finished product (homework, class assignments, and the like.)[2]

Clinical supervision has been adequately described by several writers, but perhaps the most current version of the five powerful steps come from Goldhammer, Anderson,and Krajewski (1980). They are: 1) preobservation conference, 2) classroom observation, 3) analysis and strategy session, 4) supervisory conference, and 5) preobservation analysis (recap). The book is a very useful one, although it is a bit macabre since the senior author, Bob Goldhammer, has been dead for a long time and yet still seems to be writing books! The teacher evaluator will find clinical supervision most useful for working with super teachers and those who need a great deal of improvement. The difficulty, of course, with clinical supervision is that it really requires multiple observers and appraisers and, frankly, is very labor intensive. Nonetheless, many of the techniques can also be used when working in a more traditional teacher performance evaluation format.

[2]*NOTE:* the above seven steps facilitate learning. The teacher does not have to use all seven steps in every lesson, however.

Skills of the Competent Teacher Evaluator

The skills needed for effective teacher performance evaluation can be described *ad seriatim* following the steps of the teacher performance evaluation cycle. First, the evaluator needs to know how to plan for evaluation. Fortunately, the teacher performance evaluation handbook for a given district or independent school usually specifies the criteria and procedures to be followed. Second, the evaluator needs to be able to do an effective job of classroom observation using an assortment of data capture techniques appropriate to the situation. Third, the evaluator needs to know lesson design and how to evaluate a lesson. Fourth, the skilled evaluator needs to be able to model effective teaching behaviors and use them in the postobservation conference. Fifth, the evaluator needs to know the techniques and questions to use in pre- and postobservation conferences. Keep in mind, always, the need to communicate to the teacher: "I need you"; "You're important to me"; "Here's a careful definition of what's wrong"; and "Now experience positive reinforcement as I help you get better." Sixth, if the principal is in a small school organization where he or she must work solo, the evaluator needs the skills of intensive assistance and progressive discipline for the one or two teachers out of a hundred who are not good enough to improve any other way. Finally, the evaluator needs the ability to write and improve job improvement targets.

Analyze Lesson Plans

Lesson analysis also requires criteria and is facilitated by the creation of a checklist. Perhaps more than most evaluators (or researchers) realize, the ability to recognize good teaching depends upon many hours of training in, and study of, applied educational psychology. A well-thought-out checklist is a place to begin, however, and can be created by the more knowledgeable curriculum and instruction people on the management/teacher team.

Suggested criteria include (Manatt, 1981):

1. The learning is stated in terms of what the student will be able to do after mastery of the educational objective(s).
2. Content, materials, and media are appropriate vehicles for teaching the objectives of the lesson.
3. The designated instructional procedures are appropriate to accomplish lesson objectives.

4. The lesson plans outline instruction that is planned to accommodate a variety of cognitive levels.
5. Differences in student capabilities are evidenced in the planning of instruction.
6. Individual rates of learning are provided for within the instructional planning.
7. Evaluation of student progress on the objectives is indicated.

Conduct Preobservation Conference

In addition to analyzing the lesson, the evaluator should conduct a preobservation with each teacher periodically. This is a quality check and it need not be done each time a class is observed. Before visiting a class ask:

1. Where are you in the course?
   (unit, lesson, page numbers in text, etc.)
2. What teaching/learning activities will be observed?
3. What skills, attitudes, knowledge will be taught?
   (What are your students going to get out of it?)
4. How are you going to do it?
   (What methods will you use?)
5. Are there particular teaching behaviors that you especially want monitored?
6. How are you going to know if the students have learned?
   (Substantiate?)
7. What special characteristics of the students should be noted?
8. (yourself) How would I teach this lesson?

Conduct Classroom Observation

Two general approaches to classroom observation and data capture are suggested by research. The first, topical data capture, requires jotting down evidence of certain activities. Clinical supervision would dictate that the teacher pick the steps in the teaching episode to stress (Goldhammer, Anderson, and Krajewski, 1980). Madeline Hunter (1976) takes great pains to point out that not all of these steps would occur in any one lesson but that, over the course of a unit, all would probably take place. A second school of thought holds that the seven steps in the teaching episode should all be sought by the observer and would be a useful checklist for unannounced visits.

A more common, and to some extent a more useful approach to encoding data, is called timeline data capture. Each time the teacher changes the concepts being taught or methods used, the evaluator marks down the time of day and a terse description of what's happening. In more elaborate timelining, the evaluator also makes marginal comments at the side or botton of the timeline sheet concerning student engagement, teacher mannerisms and other items of questionable value to instruction (Mitsakos, 1980). A timeline looks like this:

10:10 This is where I came in. You were describing the Aztec civilization before Cortez.

10:11 At this point started an oral quiz. What was city size? How many temples?

A very useful aspect of timelining is the capability of immediately identifying the amount of academically assigned time for each concept and activity. Naturally, academically engaged time cannot be greater (during the classtime) than academically assigned time. The appraiser should be alert to the behavior of students as well as the teacher. Again, the maxim to follow is, "It didn't happen if you didn't see it. You didn't see it if you didn't write it down."

Conduct Postobservation Conference and Analyze Data

Experience and experiments have shown that the more time and care the appraiser devotes to planning and analyzing before the conference is held, and before any report is written, the more effect the process will have on the teacher's behavior. A word on the frequency of classroom observations is in order. Remember, classroom observation and immediate feedback is a sort of formative evaluation; it's a mirror on the classroom; it's nonjudgmental data gathering. Therefore, the effort increases with the number of observations. Observation is time consuming and, apparently for many principals, it's boring. Consequently, many principals want fewer numbers of visits. Teachers, whose reputations are wrapped up in these visits, want more. Generally speaking, school policy ranges from one visit per evaluation cycle to six. Only a few schools use 10 or more, and those schools usually involve the use of multiple appraisers (Manatt, 1981).

1. Teachers generally report that conferences do little to produce growth.

2. Teachers, in general, indicate a preference for an open and democratic approach.

3. Teachers report "learning about one's behavior as a teacher" and "learning about oneself as a person" were best achieved when evaluators used a combination of direct and indirect behavior (direct behavior is defined as telling, criticizing, complaining; indirect behavior is listening, sharing, asking for suggestions).

4. A few teachers have a strong preference for the direct approach.

5. Criticism seems to get in the way of effective change in behavior.

6. Praise doesn't seem to make much difference either way.

7. The most effective conferences appear to result from a mutual setting of goals for the future (Sweeney, 1982).

Parenthetically, it seems that using teacher performance evaluation data in the evaluation of principals stimulates principals to use more effort and creativity in conferences with their teachers. Finally, all of the evidence points to the fact that superior knowledge of teaching techniques (and the undergirding learning theory) and the fundamental interpersonal relationships between the teacher and the evaluator are the major predictors of the success of the conference.

Maier (1976) has categorized the appraisal interview into three types: tell-and-sell, tell-and-listen, and the problem-solving approach. The present writer has conducted over 20,000 simulated appraisal interviews for diagnostic purposes and has found, when left untrained, the typical principal uses tell-and-sell — tell 'em what's wrong with them and given them a little pep talk about doing better next time. Tell-and-listen is rarely used, and the problem-solving approach is only tried by principals who are very secure in their knowledge of effective teaching and applied education psychology.

Write the Evaluation Report

Published research is generally silent on this step. Experience with litigation and attempts at mixed-criteria RIF's (using teacher productivity as well as seniority to determine lay-offs) has taught this writer to insist that all data used to substantiate the summative evaluation report be maintained in a single folder. Items would include: informal observation reports; formal observation reports with observation notes attached (topical data capture or timelines); work samples, *e.g.*, course outlines, lesson

plans, job improvement targets, handouts, study guides, pre- and post-tests and distributions of students' marks; notations in the supervisor's/evaluators's log. The last item should be carefully described and required in the job description of each supervisor, principal, or headmaster. The log should be a bound volume for each year (one log will suffice for all employees evaluated during that year). Essentially the log becomes a diary of every activity, document, and communication that pertains to each teacher's evaluation sequence that year (or cycle if more than one year in duration). Inasmuch as the log is required by the job, it is kept for all employees and is a permanent archival record (similar to those kept by a nurse, pharmacist, or police official). The log is an official business record and, as such, is submissible in any administrative hearing, board meeting, or court of law. By this procedure the evaluator can enter all of the many written and oral communications and formal and informal observations, *ad seriatim*, thereby building a complete record of the evaluation process. A note of caution: logs must "cut both ways" — *i.e.*, all of the good things about all teachers must be recorded too. The evaluator's log is not intended to be a way to shade, falsify, or otherwise fabricate any data.

The evaluator must write the end-of-the-cycle report from these formative materials. The summative evaluation report is judgmental. The evaluator must make performance comparisons asking and answering the questions: "Is this teacher's performance meeting the standards of my school organization?" "Have the lessons been appropriate for our curriculum and the intended learners?" "What can we do together to assure even better teaching and learning in the next cycle?" To do less would not meet the principal's responsibility for quality assurance in that school building and for that school community.

Set Job Improvement Targets

The job improvement target is a supervisory tool to turn "generalized" teacher-improvement goals into precise and measurable job targets. The equation is: Main Idea + Teacher Goal + Behavior Terms = Job Target. Most job targets written by teachers and principals in their first year's experience could better be termed "goals" rather than job targets. To develop them into job targets it will be necessary to:

1. Use the goal to state what it is you want to do.
2. Set a time limit in which the teacher is expected to reach the objective.

3. Decide the criteria used to measure a teacher's success in reaching the target.

Job targets do not have to be sophisticated, just measurable. To point this out, the following goal has been reworked to provide a measurable target.

Goal: Coordinate time for activities to value received.

Job Target example: During one unit of the first grading period list each activity, rate its importance, and designate the amount of time necessary to complete it based on potential value received. Success will be measured by a high degree of accuracy from students when tested on high priority experiences.

Job target worksheets should be created with space for each of the following components:

1. Goal: long-range, fundamental, on-going
2. Job Target: criteria, specific, challenging, realistic, manageable, measurable
3. How: include means, methods, activities, processes, materials, personnel by which specific objective will be achieved
4. Appraisee Comments: include indicators or methods for measuring achievement of job targets
5. Appraiser Comments:

What Attitudes Are Essential?

Perhaps the most important attitude for effective teacher evaluators is the attitude that "it's worth it!" That is to say, most principals and headmasters have self-doubts about the payoff of teacher performance evaluation. In the first place, teacher evaluation does take a lot of time on the part of both participants. At the very least, a principal will spend six to eight hours every cycle with each teacher evaluated. Second, so as to not appear foolish, the principal really needs to know the essentials of effective instruction, and the essentials take a lot of time to learn well enough to teach others. All of this makes such a major change in a principal's lifestyle that the top executives in a school organization need to alter the motivation matrix for building or division administrators (how they keep score) or they just won't make the effort to do teacher performance appraisal right. To accomplish this, a new principal performance evaluation system must be installed that exalts the "effective principal behaviors."

A second attitude — and one that really reinforces the first — is that school evaluation must be a "total-systems" approach. It's become *de rigueur* to say that whatever we do in education

must be a "total systems," but in the case of evaluating teachers for improving student achievement, it's a *must*. Having an accurate profile of teacher performance may satisfy a basic need for accountability — a very strong urge on the part of administrators, board members, and school patrons these days — but an accurate fix on how teachers perform will not change anything for the better.

At Iowa State University with the help of our SIM participants and a panel of nationally recognized change-agents, we have created a model to link teacher performance evaluation, administrator performance evaluation, and curriculum and student achievement (see Figure 1). This diagram shows administrator performance evaluation and teacher performance evaluation as only two small parts of the scheme. Nevertheless, principals and other first-line supervisors must know how to help teachers improve their teaching behaviors in order to improve student achievement. The "total systems" model for improving a school once more reinforces the fact that the entire problem does not rest with teachers or, for that matter, teacher evaluators.

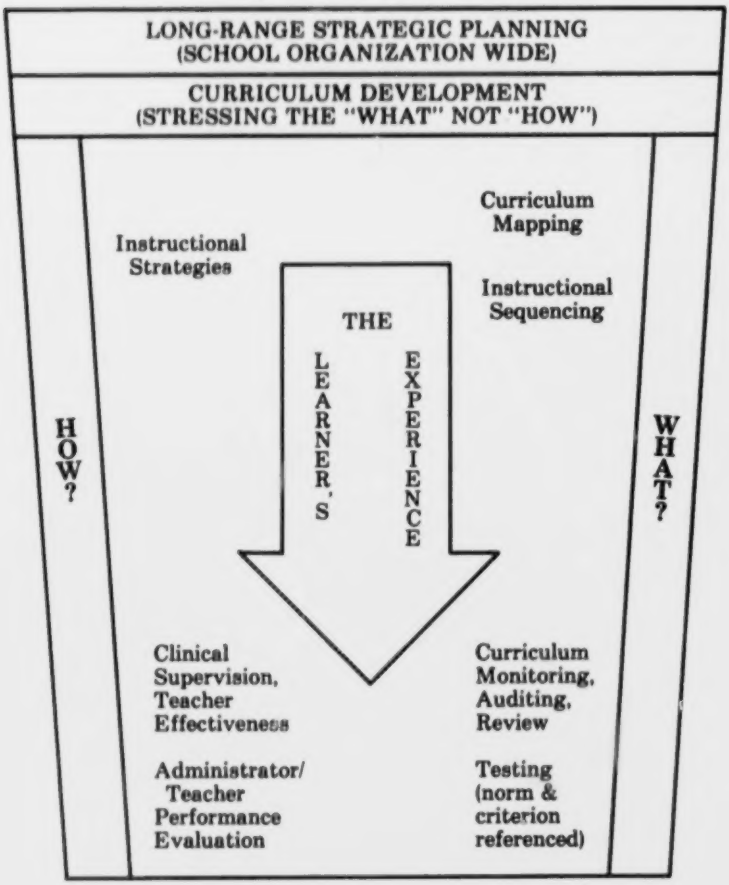
A third very useful attitude is that of being willing to look for discomforting evidence. To really improve teacher performance individually, and school achievement corporately, the teacher evaluator must become goal-oriented. Unfortunately, too many schools and too many principals are *survival*-oriented. Thus the tendency is to look only for what's going well, toot our own horn about those things, and "stonewall" the rest. Perhaps the best way to establish this attitude is to have a willingness to evaluate evaluation periodically. What is it that we're trying to gain? Is evaluation neutral? Do we have empirical evidence? We find that every five to seven years this self examination process must be repeated.

All parties involved — board members, students, principals, supervisors, and teachers — must believe in mutual-benefit evaluation. There needs to be a payoff for everyone involved. Raising student achievement is not something that we lay at the feet of the teachers and say, "Fix 'em teachers, fix 'em!"

An extremely helpful attitude on the point of view of the management team — and I especially include board members here — is the attitude that we will have very few teachers who are not good enough to keep. Essentially I'm saying: "The mediocre we improve; only the worst one to two percent we must dismiss." The insistence on the part of many school boards that a mixed-criteria RIF should be installed which will remove 10-20 percent of the teachers is absurd. First, not that many are that bad; but,

FIGURE 1.

A Total Systems Approach for Raising Student Achievement*



*This is a model developed by the Northwest Area Foundation's School Improvement Model project, a consortium of five school organizations and the Research Institute for Studies in Education at Iowa State University, Ames, Iowa. Richard P. Manatt, Co-Director, E005 Quadrangle, Iowa State University, Ames, Iowa 50011.

more to the point, the law in all states anticipates mediocre performance. You don't *remove* mediocre teachers; you *improve* them.

Finally it's very desirable if teacher evaluators have the attitude, "As we go along we will become more specific with each step of the teacher evaluation process, not less specific." This attitude is best explained by the maxim "It didn't happen if you didn't see it; you didn't see it if you didn't write it down." This specificity is especially needed in the writing of job improvement targets. Too often (four out of five times in the SIM experience) principals and other evaluators allow teachers to write all of their job targets as simple work activities — things they were going to do anyway. An effective job target must be written to center on learning to teach more effectively, and the bulk of the targets should describe intended changes in the lesson plans, student motivation efforts, and the teacher's classroom behavior.

What Training Resources Are Available for Evaluators?

A first, more appropriate question might be, "Does training evaluators make any difference?" There are many teacher performance evaluation protocol materials and structured experiences that can be purchased. Some of these resources have been created to serve the needs of individual states as mandated evaluation systems have been installed. The Georgia Assessment Project and the Florida Performance Measurement System would be examples. More often, individual trainers or groups of trainers have created videotapes and accompanying software packages to train appraisers. Madeline Hunter has been remarkably prolific in this regard, and a number of intermediate educational agencies have also created instructional packages based on her system.

The SIM team at Iowa State University has created audio and videotapes and instructional packages which have been distributed by AASA and ASCD as well as private audio-visual manufacturers. At this writing, the SIM team is experimenting with microcomputer assistance to the evaluator by providing a bank of job improvement target suggestions, a menu of principles of effective teaching, and research evidence to justify the use of a wide variety of teacher performance evaluation criteria. Eventually, we plan to move beyond our videotape protocols and use videodisks with random access to vignettes of model teaching performance.

During the 1981-82 school year the Iowa State University SIM team and the Des Moines Public School District joined forces to improve the effectiveness of all personnel in the district who are assigned evaluation duties. The process was set up as an experiment to see if training evaluators made any difference. First an articulated system of teacher and administrator performance evaluation was developed. Next, each appraiser was given training in 1) planning for teacher performance evaluation, 2) lesson analysis, 3) classroom observation, 4) conducting the supervisory conference, 5) writing job improvement targets, and 6) writing summative evaluation reports.

In brief, the teacher performance evaluation training program was effective. The trainees analyzed lesson plans more effectively, captured and analyzed data more accurately in classroom observations, and were better at using supervisory conference skills. Trained evaluators were perceived by teachers as more effective in the supervisory conference following classroom observations (Faast, 1982).

Overall, the number of teachers evaluated as performing below district standards went up 300 percent over the preceding year's total. Teachers, individually and collectively through their union, reported satisfaction with the new system. Approximately two dozen teachers were placed on programs of intensive assistance because of substandard performance; some were dismissed. A happy postscript can be added: Student achievement increased significantly and substantially as measured by norm-referenced tests.

The basis for each of the training modules in the Des Moines experience was the (Manatt, 1981) ASCD series titled, *Evaluating and Improving Teacher Performance*, seven classroom vignettes which, together with the accompanying in-basket materials, allow the trainers to evaluate each teacher's lesson plans and their performance in the classroom. Each trainee can then compare his or her evaluation judgments to those of the entire training group, a national norm group of approximately 3,500 evaluators, and an expert jury of clinicians (*e.g.*, Madeline Hunter, Erline Minton, Jim Huge, and Shirley Stow). By coupling this immediate knowledge of results with 30 clock hours of guided practice and unlimited independent practice via video and audiotapes, each trainee improved individually, and inter-rater reliability for the total group of Des Moines teacher evaluators, as measured by response variance, improved markedly.

This kind of skill building requires more than a one-day workshop. Indeed I have found that the inter-rater reliability

does not increase until at least three days (six and one-half hours per day) have been spent in guided practice with lots of feedback. For that reason, training of teacher evaluators consumes great quantities of protocol materials, especially videotaped classroom visits.

Training directors will find the following list of protocols very helpful, because it is too expensive and slow to create locally-taped materials for appraiser training. Local products are fine for practicing the classroom observation data capture techniques, but software and norms are needed for improving accuracy. The ASCD materials have been adopted to document scanner answer sheets and computer analysis by the SIM team at Iowa State University, with progress checks measured over time for statistical significance of differences.

When people ask me for videotapes, audiotapes, and films on teacher evaluation, I usually refer them to the following sources. Prices are subject to change.

1. EVALUATING AND IMPROVING TEACHER PERFORMANCE: An ECA audiocassette course by Richard Manatt. Price: $69.95 plus $3.00 for handling. Send check to ECA, P.O. Box 1048, Keokuk, IA 52632.

2. EVALUATING TEACHER PERFORMANCE: Two 60-minute videotapes by Richard P. Manatt. Part I describes the process of developing a TPE system; Part II consists of five samples of classroom teaching. Available from: ASCD, 225 North Washington Street, Alexandria, VA 22314. Cost to ASCD members: $195; to nonmembers: $230. Available in 3/4", 1/2" Betamax or VHS, or 1/2" reel-to-reel.

3. EVALUATING AND IMPROVING THE PERFORMANCE OF SCHOOL ADMINISTRATORS AND BOARD MEMBERS: Four audiocassettes by Richard P. Manatt, Anton Netusil, and Dean Stuck. Available from AASA Publications, 1801 N. Moore Street, Arlington, VA 22209. Cost for package of four is $95. Stock No. 021-00827.

4. VIDEOTAPES AND A TRAINING MANUAL FOR DETERMINING *STUDENT ENGAGED TIME*: Contact Dr. William G. Huitt, Evaluation/Research Specialist, Basic Skills Component, Research for Better

Schools, Inc. 444 North Third Street, Philadelphia, PA 19123. RBS, Inc., is a U.S. regional education laboratory. Their protocols for examining time-on-task are high quality and allow practice and training with three 60-minute 3/4" U-matic tapes. Topics include rationale for time, discriminating engaged and unengaged behavior, practice coding, and independent practices. The training manual is in loose-leaf notebook form and is best described as extensive, concise, and huge. Price: $86 plus three blank videocassettes.

5. WHITE SAUCE OF TEACHING-LEARNING PACKET: "Seven Strokes for Teacher Folks," (the Madeline Hunter model explained) is a filmstrip and tape package by Yolanda Leo and Lucy Sahraie. Cost $35. Available from David Anderson, Instructional Coordinator, Austin Independent School District, 6100 Guadalupe, Austin, TX 78752 (Telephone: (512) 451-8411).

6. MULTI-ETHNIC VIDEOTAPE SERIES: Seven tapes (each centering on one of the following: Jewish-Americans, Native-Americans, Afro-Americans, Irish-Americans, Italian-Americans, Chinese-Americans and Puerto Ricans) have been developed for use in studying multicultural and multi-ethnic classes. Each blends curriculum and staff development with hands-on material for classroom use. Available from: Gregory C. Coffing, Director, Urban Schools Collaborative, Northeastern University, 11 Leon Street, Room 403 UO, Boston, MA 02115. Cost per tape: $60 plus postage.

7. GEORGIA TEACHER ASSESSMENT PROJECT TAPES: A series of 3/4" color cassette videotapes is available; a complete list of the tapes will be sent on request. We have found the following to be most helpful:

   Third Grade Science ($24)
   Eighth Grade Language Arts ($24)
   Ninth Grade Consumer Economics ($24)
   Eighth Grade Social Studies ($24)
   Seventh Grade Math ($30)
   Ninth Grade English ($30)
   Eleventh Grade Science ($30)

All of the above are of teachers in classrooms (no pre- or postconferences). There are separate interview tapes to accompany the above, but they do not follow the pre- and postconference format.

Another helpful tape, also available from Georgia, is called "Questionable Teaching Practices." It was produced in Florida and is based on court cases there. It is a B & W tape, 3½" cassette, showing three segments of simulated teaching by an incompetent teacher. Cost $30.

All of the above are available from: Publication Sales, The Teacher Assessment Project, The University of Georgia, 218 Fain Hall, Athens, GA 30602, ATTN: Lee Ann Mitchell.

8. THE SUPERVISORY PROCESS: HELPING TEACHERS TO IMPROVE INSTRUCTION: This 30-minute color program demonstrates a practical way for supervisors to work directly with teachers to improve instruction. A teacher and principal simulate the five stages of this process, which is based on the clinical supervision model. 3/4" color cassette or 1/2" R-R. Costs: $195/ASCD member, $230/nonmember. Available from: Association for Supervision and Curriculum Development, 225 N. Washington St., Alexandria, VA 22314.

9. FLORIDA PERFORMANCE MEASUREMENT SYSTEM: An excellent set of materials to train evaluators and teachers in effective teaching behaviors (If — then "teacher shoulds").
   1982 Domains of the Florida Performance Measurement System: 75¢.
   1982 Handbook of the Florida Performance Measurement System: $4.60.
   1982 Participant's Manual of the Florida Performance Measurement System: $4.25.
   Available from Panhandle Area Education Cooperative, 41 West Boulevard, Chipley, Fl 32428.

10. SUPERVISING THE MARGINAL TEACHER: Intensive assistance, corrective discipline, and dismissal.

60-minute videotape by Richard Manatt. Accompanying materials for the evaluator and intensive assistance team (all formats). ATTN: Jackie Layton, Media Services, ASCD, 225 North Washington Street, Alexandria, VA 22314.

Organizational Policies and Teacher Evaluation

This is my 20th year in higher education. As a professor, I have always spent a large percentage of my time and effort on staff development for improving teacher and administrator performance. Like most consultants who work from the outside trying to change an organization's performance by advice, counsel, training, and research findings, I have the recurring daydream of someday being able to *set* policy instead of influencing it! If I could, here's what I would suggest.

At the outset, I would emphasize the power of sponsorship and modeling in changing the performance of school district employees. The board member who does his or her homework and takes an active role in task force activities; the superintendent who comes to all of the training sessions on teacher or administrator performance appraisal; the assistant headmaster or assistant superintendent who models for principals and division heads what is to be done in visiting classes, analyzing data, and giving feedback; these are the leaders of the high-gain schools or schools that will soon have high achievement. It follows that the tremendous power of modeling will also help principals improve teacher performance. Good bosses set good examples. Therefore, board members should evaluate their own performance; administrators should welcome feedback from teachers; and teachers should seek information on how their students feel about the instruction they receive.

The ideal evaluation system would be developed through participative planning and without haste. Essentially what is being done resembles a quality circle. I recommend a steering committee composed of upper grade students, teachers, administrators, board members, and parents. They should spend a year creating a prototype system, a year to field test the new system with a sample of teachers and buildings. In the third year the procedures and formative and summative instruments are ready for full adoption throughout the district.

During the adoption year, all parties involved should be provided rigorous training. Teacher evaluators are less prone to go through a *pro forma* ritual that we call the "ceremonial congratulations" when they actually know how to help teachers improve instruction. The ceremonial congratulations occur when a teacher evaluator visits a class, notes the marginal performance therein, and then routinely overrates the teacher. That way he or she can avoid the problem of helping the teacher get better. When teacher evaluators have the skills needed to serve as a coach, to provide counsel, they are more willing to get involved.

How the district or independent school justifies the use of performance criteria for teachers is likely to become a big policy issue. Teachers must be convinced that criteria used are valid by studying the database created in the last decade by research on effective teaching. Furthermore, the most direct way to change teacher performance is to train teachers to do what is required or suggested by the teacher performance evaluation criteria. Teachers need feedback just as teacher evaluators do. I have been amazed by how quickly teachers can change if they have a clear idea of what is expected. Essentially, feedback to both teachers and teacher evaluators is the place to begin — i.e., feedback to teachers regarding their classroom behavior and to teacher evaluators regarding their judgments of teacher performance.

Since my stint in the Army, I have been intrigued with the usefulness of some rounds being tracers so a gunner can get immediate feedback and make corrections. To give teachers "tracers" they have to be shown the effects of their teaching behaviors. Good classroom observation can do this. To give principals and other teacher evaluators feedback, we need to give them controlled practice at evaluating lessons and performance. Using television-based simulations we now can give principals immediate feedback on how their judgments of instructional delivery vary from others in their training group and from those principals and supervisors in a national norm group. To paraphrase Vince Lombardi, "Practice doesn't make perfect; perfect practice makes perfect!" Teacher performance evaluation, heretofore, has been a solo venture akin to taking a bath — you never get to watch anybody else do it. Modern training techniques, which should be required by policy, allow others to watch and to learn!

My last recommendation deals with the procedures in teacher evaluation and the instruments used. A school organization's policy should always take a stand in favor of best professional practice. One classroom visit every three years simply isn't

enough. Instruments with 100 items and essay response modes are too loose. I recommend two or more visits to each teacher's class each year. Some of these visits can be unannounced; at least one should be preceded by a preobservation conference. Feedback in a postobservation conference is a must. The evaluator should ask the teacher for lesson plans, instructional devices, and other forms of work samples. Four or five job improvement targets should be written (cooperatively, but with the ultimate responsibility for high quality residing with the principal). When a teacher needs more help, an intensive assistance team of three or four "outsiders" should be used. This process is sometimes called "phase three," the "green routine," or "intensive remediation" to differentiate such assistance for the subpar teacher from the evaluation activities for all others. Knowledge of a separate routine for the subpar performer has a great motivating power and also tends to reassure the teacher who is performing well.

Finally we come to the instrument itself. Data capture documents from classroom observations should be descriptive, not judgmental. Several repetitions of these formative reports should be used as a basis for the summative report. The end-of-the-cycle document, a summative evaluation report, should contain not more than 20 or 30 criteria. The bulk of the items should be focused on classroom management, effective teaching behaviors, and interpersonal relations. Employee rules can be included but should be clearly labeled as nonclassroom items. Descriptors of how the teacher is to perform should be provided for clarity. The response mode should be a semantic differential, a graphic response mode (BAR type), or at the very least, a Likert-type response. A district standard should be evident within the response mode (see example).

Ideally, the criteria should be weighted to indicate the more important items. At the end of the form, there should be an overall judgment rating on the total performance of that teacher for that year. The items might read, "the teacher's performance: 1) exceeded the district's standards," 2) "met the district's standards," 3) "needs help meeting the district's standards," or 4) "did not meet the district's standards."

Both the ratings and the related job improvement targets should be analyzed, tabulated and reported to the superintendent or headmaster by the middle-management supervisor responsible for the performance evaluation of the teacher evaluators. A report of summative data should be made to the board of education by the chief executive officer of the school organization. Those responsible for staff development should study the com-

Figure 2. Sample Response Mode

PRODUCTIVE TEACHING TECHNIQUES
CRITERIA

The teacher. . .

1. communicates effectively with students.

1	2
Not Observed	Communications from the teacher are frequently unclear; students often appear confused.
	standard
3	4
Communications from the teacher are usually clear but student input is not encouraged.	Communications from the teacher are clear. Relevant dialogue is encouraged.
5	
In addition to meeting the standard, the teacher is extremely skillful in using a variety of verbal and nonverbal communications.	

bined performance profiles of all teachers and principals in order to identify training needs for the following year. Teachers performing below standards will be assigned to intensive assistance training at this time, and principals whose evaluative data are atypical (usually too high) should receive counseling by their supervisors.

In this manner we have learned that teacher performance evaluation will be valid, reliable, and legally discriminating. More important, it will improve achievement for all boys and girls! The foot-draggers will say "Yes — but — it takes too much time!" Others add, "It will cost too much!" Ineffective schools take too much time, 13 years for your children and mine. Ineffective teachers cost too much. A 23-year-old teacher granted tenure despite his or her low quality teaching will cost a school well over a million dollars before he or she retires. Good performance appraisal doesn't cost, *it pays!*

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New Orleans Presentation

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From Edith Bunker To J.R. Ewing: The Evaluator Plays All the Roles

by
Freda M. Holley

Evaluation of personnel is one of the most complex duties of any administrator, and the roles the evaluator must play draw upon all the skills and knowledge that the competent administrator has at command. To discuss all the roles would be impossible. Instead, I have chosen to concentrate on a few of the roles. First, I want to discuss what I consider to be the most *important* role for the evaluator. Second, I will cover what I consider to be the *three most difficult* roles. Finally, I will draw an illustration of an evaluator carrying out what I consider to be the *most interesting* and *most fulfilling* role.

The Evaluator as Manager: The Most Important Role

For 12 years I have been intimately involved in one way or another with research on teacher and school effectiveness. For seven of those years I have been even more intimately involved

with research and development on personnel evaluation systems including those for both teacher and administrator. In all cases, my primary interest has been in how these processes can contribute to improving education.

Today, there is a far deeper interest in personnel evaluation than I have ever seen. Much of that concern has occurred because our nation is now undergoing great stress. People are recognizing that at least some portion of that stress comes from a decline in productivity of the American worker. We also have to recognize that there has been a congruent decline in productivity of the American educator. Now, I don't believe this decline is due to educators being any less productive than other workers. In fact, I suspect that education remains much more productive than many industries just because we continue to have workers with great dedication and with attitudes of service to students. Nonetheless, we in education have been hit by many of the same forces that have lowered productivity in American industry. We are having to deal with overregulation and burdens of paperwork. Union actions affect both schools and industry. Pressure group politics have also become a force with which we must deal.

In a recent issue of the American Management Association's publication, *Management Review*, it is asserted (Patton, 1982) that workers who actually do the work of production — i.e., direct labor — produce about 60% of a fair day's labor. Indirect labor, which includes managers, clericals, and maintenance staff, produce about 45% of a fair day's labor. In education we have no such measures of productivity, but in time studies we have done in Austin schools, we have found that elementary school students are involved in instruction about three hours and 45 minutes out of a six and one-half hour day; teachers themselves are instructing only about half those hours or around two out of six hours. At the high school level, we have estimated that out of a 60 day quarter, teachers actually were able to deliver only about 45 days of instruction. These were, mind you, hard working teachers. I believe Austin's time use may actually be higher than in many school systems. These figures suggest to me that education's productivity level is probably somewhat lower than the industrial figures.

How does personnel evaluation fit in? Well, the management article went on to say that applying standards of performance measurement to either direct or indirect labor increases productivity to about 75% to 80% of a fair day's work. It also asserts that the most successful companies are those that have standards of accountability from janitor to president.

Can we achieve similar results in education through the evaluation process? I believe that organizations have an obligation to try because it seems essential that education make its contribution to our country's efforts and because the people are going to demand a more cost effective educational system in one way or another. Some of the ways they might choose, such as tax credits, are not appealing to me.

It is from this background of thinking that I say one of the most important roles the evaluator plays is that of being a manager in a large, complex enterprise, the education enterprise. In many cases it is also being a manager in a complex organization. In Austin the public schools are the second largest employer in the city; we are a business as well as an educational institution. The administrators, and in particular the principals, are our front-line supervisors.

What are the skills and competencies needed by the evaluator as manager? The manager in any enterprise must have vision, must be able to perceive where the organization is going, and must understand the manager's role in helping it get there. In this case the manager must see how personnel evaluation makes a contribution to the organization.

Personnel evaluation is so important because it does or should do the following things:

1. Identifies objectives.
2. Establishes standards.
3. Monitors behaviors and outcomes.
4. Provides feedback information.
5. Provides a basis for rewards.
6. Directs help to employees' needed areas of improvement.

Let's consider these one by one.

Identifies Objectives

In many business enterprises, the worker has it easy on this score. The job is fairly clear: it is to make so many widgets per day or sell so many packages of widgets. In education, there are no such clearly established objectives. A teacher may concentrate social studies instruction on the child's need to learn reading, or to relate to other students, or to learn values, or to understand the world, or to gain the skills to continue learning about the world. Every subject and every day brings choices about how class time and student learning time will be used. All too often there are no guides for those choices.

The evaluator then can use the personnel evaluation system to

establish or communicate the objectives of the school system, the school, and the particular job role. Of course, the good supervisor is skilled at getting the participation of the evaluatee in the process of setting objectives. Even where the evaluation system provided by the organization has in a sense done that for the supervisor, there will still be discussion and priority setting within the framework of the overall system.

Establishes Standards

The establishment of standards goes hand in hand with setting objectives, but setting standards is not usually as well done. The same educator who would never be willing to accept mediocre class work or a score of 70 on a student's final exam gives the teacher a 5 or "excellent" on every item of a performance rating scale without blinking an eye. This is one of the chief reasons that there is so little respect for the evaluation process. When we began tabulating data on Austin's teacher evaluation form, we found the mean ratings to range from 4.18 to 4.41 across six performance areas. On a 5-point scale this indicated we had near perfection in most of our teachers. How wonderful had that been true!

The competent evaluator applies judgment to each area to be rated and does not fill out forms with uniform ratings whether they are 5s, 3s, or 1s. Human performance is rarely so uniform. Rather, the evaluator who understands the standard-setting function considers separately each area to be rated. This will result in some 1s and 2s, some 5s, and mostly average or 3s. That is a truer picture of how performance runs.

The competent evaluator uses the activities in standard setting to build the standards of the entire school or unit through good communication. High standards for students go hand in hand with high standards for staff. Based on our information from teachers, they want and appreciate high standards. The caveat is that they want them used throughout the organization whether that be the school unit or the school system, and they want the standards to be uniformly and justly applied.

Monitors Behaviors and Outcomes

The competent supervisor realizes that monitoring is simply the visible evidence that the supervisor is taking the whole process seriously. Without monitoring, personnel evaluation becomes a sham. Although this seems self-evident, information

from teachers suggests this is an area of weakness in most systems. The evaluation system is brought up only when the form is filled out. How many times have we heard, "The principal never came through my door once." Or worse, "This evaluation just appeared in my box one day."

One of the reasons for this is that monitoring requires intense effort, considerable skill, and great planning on the part of the evaluator. In particular, skills at designing information-collection procedures and analyzing data are essential. These in turn require long-range planning. The principals in our system who do manage to get the monitoring job done tell us that they organize their time carefully. In any case, without monitoring evaluation cannot work very effectively.

Provides Feedback Information

The evaluation rating form is the traditional form of feedback. At its worst, this feedback comes through a form filled out and placed in the teacher's box. At its best, feedback comes from the evaluator in a personal and continuous form throughout the year. The information collected during the monitoring activities is shared as it is collected, and interpretation results from shared consultation and analysis. No final rating form from the competent evaluator reveals surprises to the evaluatee.

Insofar as the organization is concerned, it should be supporting the individual by providing feedback to the entire system. It should tabulate and report the data from all evaluations in many forms. Later, I'll share this type of reporting from our system. As an evaluator, and even more as a researcher, I cannot think of a more serious case of loss of productivity in American education than the tons of evaluation forms filled out across the country which are then filed into oblivion. What a rich resource of knowledge has been lost in those file cabinets!

Provides a Basis for Rewards

If most educational organizations fall down on feedback, they collapse on providing rewards. My school system is no exception. Perhaps, however, it is a mark of the press for productivity that this is currently changing in a number of school systems. The Houston Independent School District has implemented a new plan which directly ties salaries to testing of staff and to evaluation. Other smaller systems in Texas have been implementing merit pay for administrators. In Austin, we recently went

through a massive planning process involving the community. One of the mandates to us was to develop a merit pay system.

If we assume, however, that for most evaluators such a system is not organizationally in place, the need for rewards must still be remembered. One of the skills needed by the evaluator is in providing motivational rewards. For example, the teacher with strong skills in one area may be released for an hour to demonstrate to other teachers or to prepare an inservice for the school. Letters of commendation for doing the same at the central level can be another reward. One of the recognized rewards in business management is more difficult assignments. We don't have much of a record with this in schools, but some principals do manage it, such as with difficult class assignments. Also, the competent evaluator who needs to figure out a new way to handle school suspension lets the teacher with a good discipline record chair the committee. The competent evaluator gets a newspaper story during public school week which features the teacher who is super at handling parent conferences. Such small rewards are not what we may wish, but small things often serve as the needed spark.

Directs Help to Needed Areas of Improvement

Not all performance suggests rewards; the competent evaluator will be skilled at recognizing when an employee will be most helped by leaving education as a career and will not tolerate performance that harms students. The most competent evaluators I have seen have worked carefully with employees to see that those who would do better elsewhere come to recognize this and did so in such a way that the employees were not shattered as a result. However, despite the prominence that termination decisions play in thinking about evaluation, they actually play a minuscule part and should not dominate our perceptions of evaluation.

Staff development or professional improvement decisions, however, can be crucial outcomes for 99% of our evaluation transactions. This should predominate in our thinking about the purpose of evaluation. The competent evaluator's foremost skills, therefore, are in the area of human relations and development. The evaluator motivates staff to want to improve and guides them in the direction in which improvement should occur. Because the areas of competence in education are so diverse, so complex, the evaluator rarely has all the expertise needed to help all staff. Therefore, the evaluator in this role needs to be knowledgeable about all the staff development resources available and skilled at bringing them in to help the staff.

The evaluation system in the Austin Independent School District has been designed with the objectives described above in mind. The front of the rating form shown in Figure 1 is the heart of our system.

In developing this form, we adopted a set of performance areas that a broad-based committee agreed upon. These areas provide the categories under which competencies are grouped. The competency statements themselves originated in a list of about 2,000 competencies collected from every source that we could identify nationally. We first narrowed this list to about 120 unique competencies related to the areas with which we were concerned. Next, importance ratings were collected as a way to select the final competencies on the form. We were fortunate to have some assistance from the University of Texas Research and Development Center for Teacher Education in this phase of our work. With them, we prepared a matrix sampling plan whereby every teacher and administrator provided ratings for the selections. At the same time we collected suggested behavior indicators for each competency. Ratings were also collected from instructional supervisors and from student and parent samples. The entire faculty of the University of Texas College of Education was also polled. We developed selection criteria to permit using all participants' input. For example, although ratings by principals and teachers were our predominant criteria, competencies receiving high ratings by parents, students, and instructional supervisors were preserved.

In Figures 2 and 3, there are summaries of actual evaluation ratings in our district for one year, by category and by competency. In Figure 4, there is a comparable school profile which each building can use for planning. School comparisons to district standards are possible. A building summary which highlights the ranking of competencies is shown in Figure 5.

These are examples of the kinds of data that can be derived if the evaluation forms are taken out of the file cabinets and used. What does this do? The possibilities are great.

At the school level, for example, it provides the principal with a guide to where general staff development may be useful. It can also be used to identify weak staff areas which should be strengthened during the hiring process. It tells evaluators how in tune they are with the rest of the organization. Most of all, it provides data for communication and discussion. The evaluator and the faculty can examine, talk over, and plan with data as a point of origin.

At the district level, such data can also become a source of

Figure 1. Teacher Evaluation Form

AUSTIN INDEPENDENT SCHOOL DISTRICT

TEACHER EVALUATION FORM

19 ☐☐

Last Name ☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐ First Name ☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐ M.I. ☐

Social Security Number ☐☐☐☐☐☐☐☐☐ Grade or Subject _____ School Code ☐☐☐

School/Location _____

Circle the appropriate status below:

PRESENT CONTRACT STATUS – PROBATIONARY/TERM: 1P1 1P2 1P3 1P4 P1 3 2 1 1R 2R

PRESENT EVALUATION STATUS – GRANT CONTRACT: 1G1 1G2 1G3 3GT 2GT 1GT 1GR 2GR

Directions:
The following statements describe the teacher who achieves success. Based on performance information, the evaluator estimates the teacher's effectiveness in meeting each of the criteria. Circle the number or letter which most nearly describes the teacher's attainment of the criterion. After having reviewed the ratings, the evaluator may place a check in the final column if there is a disagreement.

COMPETENCIES	Unsatisfactory Performance	Outstanding	Strong	Good/Expected	Minimally Acceptable	Unacceptable	Not Applicable	Disagree
I. PERSONAL AND PROFESSIONAL QUALITIES								
A. Personal Qualities								
1. Is punctual	X	5	4	3	2	1	0	
2. Is physically capable of performing assigned tasks	X	5	4	3	2	1	0	
3. Exhibits poise and self-control	X	5	4	3	2	1	0	
4. Presents an effective role model	X	5	4	3	2	1	0	
5. Uses common sense; behaves realistically	X	5	4	3	2	1	0	
6. Shows enthusiasm for work	X	5	4	3	2	1	0	
7. Exhibits an overall positive attitude	X	5	4	3	2	1	0	
8. Demonstrates professional growth	X	5	4	3	2	1	0	

COMPETENCIES	Unsatisfactory Performance	Outstanding	Strong	Good/Expected	Minimally Acceptable	Unacceptable	Not Applicable	Disagree
B. Instructional Skills (Cont.)								
6. Makes clear to students standards for learning performance	X	5	4	3	2	1	0	
7. Presents subject matter appropriate to the needs, abilities, and interests of students	X	5	4	3	2	1	0	
8. Employs creative and imaginative approaches to teaching	X	5	4	3	2	1	0	
9. Utilizes a variety of questioning strategies	X	5	4	3	2	1	0	
10. Prepares appropriate test and evaluation activities to measure students learning	X	5	4	3	2	1	0	
11. Interprets own tests and evaluation activities accurately	X	5	4	3	2	1	0	

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9. Works effectively with teachers, student teachers, and support personnel.	X	5	4	3	2	1	0	
B. Procedural and Recordkeeping Skills								
1. Complies with all policies and procedures.	X	5	4	3	2	1	0	
2. Keeps school records and reports up-to-date and accurate.	X	5	4	3	2	1	0	
3. Documents student progress effectively.	X	5	4	3	2	1	0	
III. TEACHING EFFECTIVENESS								
A. Expertise in Basic Skills and Subject Area								
1. Uses the basic materials of standard English in oral and written communications and in spelling.	X	5	4	3	2	1	0	
2. Uses the basic materials of mathematics skills and concepts.	X	5	4	3	2	1	0	
3. Has knowledge and broad background in subjects taught.	X	5	4	3	2	1	0	
4. Presents information verbally in a clear and understandable fashion.	X	5	4	3	2	1	0	
5. Teaches lessons and units that reflect the ABE curricula.	X	5	4	3	2	1	0	
B. Instructional Skills								
1. Diagnoses individual and class difficulties.	X	5	4	3	2	1	0	
2. Plans instruction around needed student competencies.	X	5	4	3	2	1	0	
3. Designs lessons incorporating a variety of materials, instructional techniques, and learning activities.	X	5	4	3	2	1	0	
4. Designs courses and units with clear, logical, and sequential content.	X	5	4	3	2	1	0	
5. Prepares written lesson plans with instructional objectives which are evident to students and self.	X	5	4	3	2	1	0	
12. Reports test and evaluation data competently to parents.	X	5	4	3	2	1	0	
C. Classroom Management Skills								
1. Maintains class control in an atmosphere conducive to learning.	X	5	4	3	2	1	0	
2. Is prepared to begin teaching at the beginning of each class period.	X	5	4	3	2	1	0	
3. Organizes class routines so little time is lost in transition from one learning activity to another.	X	5	4	3	2	1	0	
4. Allocates time to include presentation of all appropriate content.	X	5	4	3	2	1	0	
5. Practices positive reinforcement techniques.	X	5	4	3	2	1	0	
6. Uses a variety of motivational strategies.	X	5	4	3	2	1	0	
7. Involves all students in learning activities.	X	5	4	3	2	1	0	
8. Provides enrichment activities for all students who complete assigned work.	X	5	4	3	2	1	0	
III. STUDENT/TEACHER RELATIONSHIPS								
1. Fosters positive self-images in students.	X	5	4	3	2	1	0	
2. Fosters students self-control and self-direction.	X	5	4	3	2	1	0	
3. Is consistent in relationships with students.	X	5	4	3	2	1	0	
4. Treats students impartially.	X	5	4	3	2	1	0	
5. Is adaptable in dealing with individual and cultural differences.	X	5	4	3	2	1	0	
6. Communicates with students accurately, empathetically, and with understanding.	X	5	4	3	2	1	0	
7. Recognizes and responds to contributions of students.	X	5	4	3	2	1	0	
8. Respects students' rights and encourages their sense of responsibility.	X	5	4	3	2	1	0	
9. Moves around the room to facilitate individual learning.	X	5	4	3	2	1	0	

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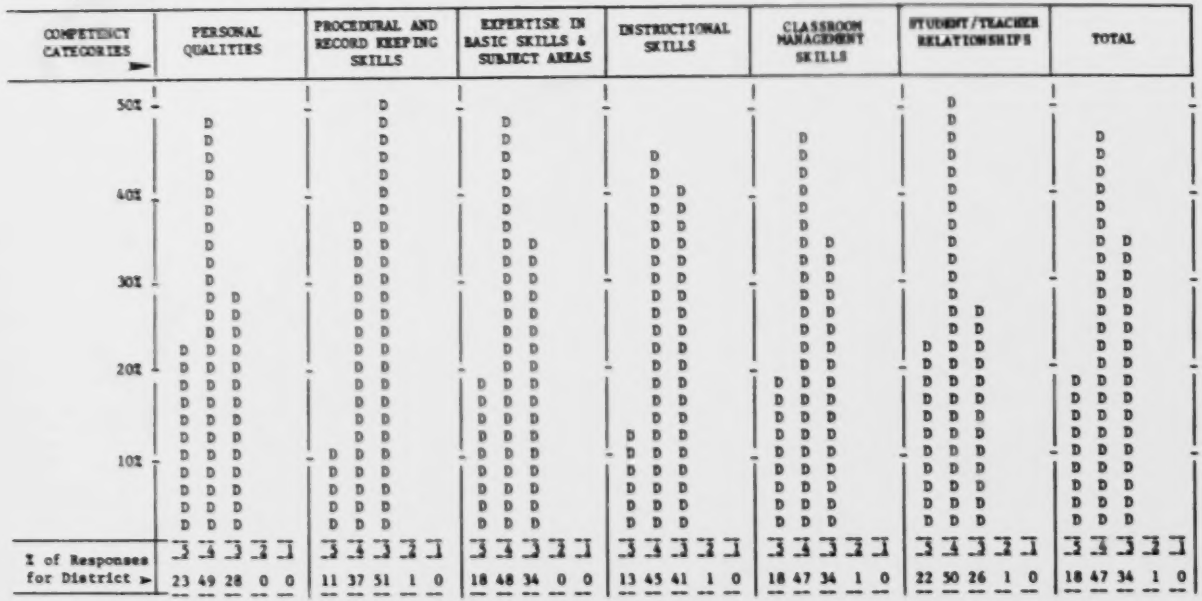
planning for recruitment. Our reference form on candidates is related to the evaluation form. It can be used for evaluation. For example, Figure 6 illustrates how changes in performance for members of Austin Bilingual Staff can be examined.

Such data may be used to evaluate staff development programs. The data can also be used for priority setting for staff development resources. In Austin, literally millions of dollars had gone to staff development, yet almost no data were used in planning or evaluating it. One of the things we discovered from district-wide summaries was that for 10 years most of our special staff development offerings had centered on building student-teacher relationships, although our evaluation ratings revealed that this was apparently where our strongest competencies existed. Almost no staff development was directed toward strengthening teacher skills in evaluating student progress, but this was the area in which our lowest ratings occurred.

The evaluation system consists of more than this form and data, of course. Other features are required observations, team evaluation, training, and a reference handbook.

Figure 2. District Ratings Summary — Teacher Evaluations for 1981-82

Columns of letters represent percentage of evaluator responses. 'D' indicates districtwide figures.



Note: Percentage of responses for each competency category was computed as follows: Total responses of a 1-5 rating divided by the total responses of all 1-5 ratings. (See Figure 3.) Number of teachers rated = 1,269.

Figure 3. District Ratings Table

SUMMARY OF 1981-82 TEACHER EVALUATION RATINGS FOR ALL TEACHERS. NUMBER OF TEACHERS RATED = 1,269

		MEAN	INSUFF INFO X	OUT-STAND 5	STRONG 4	GOOD/ EXPECT 3	MINIM ACCEPT 2	UNAC-CEPT 1	NOT APPLIC 0
I-A	PERSONAL QUALITIES	3.9	22	2594	5587	3143	51		
	1. is punctual	3.9		278	534	442	12		
	2. is physically capable of performing assigned tasks	3.9		278	610	378	3		
	3. exhibits poise and self-control	3.9		247	681	331	7		
	4. presents an effective role model	4.0		317	640	306	5		
	5. uses common sense/behaves realistically	3.9		223	642	396	4		
	6. shows enthusiasm for work	4.1	1	410	591	263	2		
	7. exhibits an overall positive attitude	4.1		347	687	229	4		
	8. demonstrates professional growth	3.8	21	221	564	451	7		
	9. works effectively with teachers and support persons	3.9		273	638	347	7		
I-B	PROCEDURAL AND RECORD-KEEPING SKILLS	3.6	15	427	1383	1932	32	5	2
	1. complies with all policies and procedures	3.6	1	151	471	630	11	1	
	2. keeps records/reports up-to-date and accurate	3.6	7	136	442	660	16	3	1
	3. documents student progress effectively	3.6	7	140	470	642	5	1	1
II-A	EXPERTISE IN BASIC SKILLS AND SUBJECT AREAS	3.8	53	1120	2950	2108	15		91
	1. uses basic essentials of standard English	3.8		227	604	426	5		6
	2. uses basic essentials of math skills and concepts	3.7	47	146	461	534	1		80
	3. has knowledge and broad background in subjects taught	4.0	2	313	611	337	4		1
	4. presents information clearly and understandably	3.9		228	696	341	4		
	5. teaches lessons that reflect the district's curriculum	3.8	4	206	578	470	1		4
II-B	INSTRUCTIONAL SKILLS	3.7	248	1908	6761	6072	109	16	60
	1. diagnoses individual and class difficulties	3.7	9	143	601	497	10	1	1
	2. plans instruction around needed student competencies	3.8	6	158	651	432	12	2	2
	3. designs lessons with a variety of techniques/materials	3.9	2	250	595	404	12	1	2

(Continued)

4. designs lessons with clear, logical, sequential content	3.8	2	197	640	417	5	2	2
5. prepares written lesson plans with objectives evident	3.6	7	129	529	568	25		3
6. makes clear to students standards for learning performance	3.9		223	654	377	9	3	1
7. presents subjects appropriate to needs, abilities, and interests of students	3.8	1	186	671	400	4	3	2
8. employs creative and imaginative approaches to teaching	3.8	3	224	542	488	7	3	1
9. uses a variety of questioning strategies	3.6	5	127	527	578	9	1	15
10. prepares appropriate tests and evaluations to measure student learning	3.5	51	87	482	636	3		4
11. interprets own tests and evaluations accurately	3.5	67	87	456	644	4		7
12. gives competent reports on tests and evaluations to parents	3.5	95	97	413	631	9		20
II-C CLASSROOM MANAGEMENT SKILLS	3.8	46	1828	4735	3363	88	20	47
1. maintains class control in atmosphere conducive to learning	4.0		359	604	282	15	5	
2. is prepared to begin teaching at beginning of each class	3.9	3	252	616	383	9	1	1
3. organizes class routines so little time is lost	3.9	1	226	646	373	13	3	5
4. allocates time to include presentation of all appropriate content	3.7	4	135	564	554	6		4
5. practices positive reinforcement techniques	4.0	1	289	646	318	9	2	1
6. uses a variety of motivational strategies	3.8	1	200	567	483	11	3	1
7. involves all students in learning activities	3.9	2	236	641	373	12	3	1
8. provides enrichment activities for all students who complete work	3.6	34	131	451	597	13	3	34
III STUDENT/TEACHER RELATIONSHIPS	3.9	5	2561	5750	2999	66	13	15
1. fosters positive self-image in students	4.0	1	294	666	298	5	3	
2. fosters self-control and self-direction in students	3.9	1	247	654	353	7	2	
3. is consistent in relations with students	4.0		286	674	295	11	3	
4. treats students impartially	4.0		299	646	314	7	2	
5. is adaptable in dealing with individual and cultural differences	3.9		301	587	376	5		
6. communicates with students accurately, sympathetically, and with understanding	4.0		303	624	327	13	2	
7. recognizes and responds to contributions of students	3.9		263	638	364	3		
8. respects rights of students; encourages their sense of responsibility	4.0	1	279	658	323	5	1	
9. moves around the room to facilitate individual learning	3.9	2	289	603	349	10		15

Figure 4. School Ratings Summary — 1981-82 Teacher Evaluations in 'X' High School

Columns of letters represent percentages of evaluator responses. 'D' indicates districtwide figures for all teachers; 'S' shows this school only.

COMPETENCY CATEGORIES ►	PERSONAL QUALITIES	PROCEDURAL AND RECORD KEEPING SKILLS	EXPERTISE IN BASIC SKILLS & SUBJECT AREAS	INSTRUCTIONAL SKILLS	CLASSROOM MANAGEMENT SKILLS	STUDENT/TEACHER RELATIONSHIPS	TOTAL
		70% ▲ | S					
50%		SD				D	
	D	SD	D S		S	D	
	D	SD	D S	S	D S	D	D S
	D	SD	D S	D S	D S	D	D S
	D	SD	D S	D S	D S	D S	D S
40%	D	SD	D S	SD SD	SD S	D S	D S
	SD S	SD	D S	SD SD	SD S	SD S	D S
	SD S	D SD	D S	SD SD	SD S	SD S	SD S
	SD S	D SD	D SD	SD SD	SD SD	SD S	SD SD
	SD S	D SD	D SD	SD SD	SD SD	SD S	SD SD
30%	SD S	D SD	D SD	SD SD	SD SD	SD S	SD SD
	SD SD	D SD	SD SD	SD SD	SD SD	SD S	SD SD
	SD SD	D SD	SD SD	SD SD	SD SD	SD SD	SD SD
	SD SD	SD SD	SD SD	SD SD	SD SD	SD SD	SD SD
	SD SD SD	SD SD	S SD SD	SD SD	SD SD	D SD SD	SD SD
20%	SD SD SD	SD SD	S SD SD	SD SD	SD SD	D SD SD	SD SD
	SD SD SD	SD SD	SD SD SD	SD SD	D SD SD	D SD SD	D SD SD
	SD SD SD	SD SD	SD SD SD	SD SD	D SD SD	SD SD SD	D SD SD
	SD SD SD	SD SD	SD SD SD	SD SD	D SD SD	SD SD SD	SD SD SD
	SD SD SD	SD SD	SD SD SD	D SD SD	D SD SD	SD SD SD	SD SD SD
10%	SD SD SD	D SD SD	SD SD SD	SD SD SD	SD SD SD	SD SD SD	SD SD SD
	SD SD SD	D SD SD	SD SD SD	SD SD SD	SD SD SD	SD SD SD	SD SD SD
	SD SD SD	D SD SD	SD SD SD	SD SD SD	SD SD SD	SD SD SD	SD SD SD
	SD SD SD	D SD SD	SD SD SD	SD SD SD	SD SD SD	SD SD SD	SD SD SD
	SD SD SD	SD SD SD S	SD SD SD	SD SD SD S	SD SD SD	SD SD SD S	SD SD SD S
Percent of Responses for:	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1	5 4 3 2 1
a) District ►	23 49 28 0 0	11 37 51 1 0	18 48 34 0 0	13 45 41 1 0	18 47 34 1 0	22 50 26 1 0	18 47 34 1 0
b) 'X' School ►	22 38 39 1 0	3 25 70 2 0	22 29 49 0 0	11 40 47 3 0	10 41 48 1 0	16 39 43 2 0	14 37 47 2 0

Note: Percentage of responses for each competency category was computed as follows: Total responses of a 1-5 rating divided by the total responses of all 1-5 ratings. (See Figure 3.) Number of teachers rated = 042.

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Figure 5. Building Summary

COMPETENCIES BY RANK ORDER FOR TEACHERS AT ___X___ HIGH SCHOOL
IN 1981-82 (Number of teachers rated = 042)

IIA5	Teaches lessons and units that reflect district curriculum	4.17
IIB4	Designs lessons w/clear, logical, and sequential content	4.10
IA6	Shows enthusiasm for work	4.07
IA7	Exhibits an overall positive attitude	3.98
III9	Moves around the room to facilitate individual learning	3.95
IIC1	Maintains class control in atmosphere conducive to learning	3.95
IA3	Exhibits poise and self-control	3.90
IIB6	Makes clear to students standards for learning performance	3.88
IIB2	Plans instruction around needed student competencies	3.86
IIA4	Presents info verbally in clear and understandable fashion	3.86
IIA3	Has knowledge and broad background in subject taught	3.86
III2	Fosters self-control and self-direction in students	3.83
IA4	Presents an effective role model	3.79
IA2	Is physically capable of performing assigned tasks	3.79
III5	Is adaptable in dealing with individual and cultural differences	3.76
IIB7	Presents subject appropriate to needs, abil, interests of stu	3.76
IA9	Works effectively with teachers and support persons	3.76
III7	Recognizes and responds to contributions of students	3.74
IA5	Uses common sense; behaves realistically	3.73
IIC7	Involves all students in learning activities	3.69
III8	Respects rights of students, encourages sense of responsibility	3.67
III1	Fosters positive self-images in students	3.67
IIC5	Practices positive reinforcement techniques	3.67
IIC3	Organizes class routines so little time is lost	3.67
IA8	Demonstrates professional growth	3.62
IA1	Is punctual	3.62
III6	Communicates w/students accurately, sympathetically, w/understand	3.57
IIB11	Interprets own tests and evaluations accurately	3.57
IIB10	Prepares approp. tests and evaluations to measure stu. learning	3.55
IIB1	Diagnoses individual and class difficulties	3.52
III3	Is consistent in relationships with students	3.50
IIC4	Allocates time to include all appropriate content	3.50
IIC2	Is prepared to begin teaching at beginning of each class	3.50
IIB8	Employs creative and imaginative approaches to teaching	3.50
IIB3	Designs lessons w/variety of materials, techniques, & activ.	3.50
III4	Treats students impartially	3.48
IIA2	Uses basic essentials of math skills and concepts	3.45
IIC8	Provides enrichment activities for all students who complete work	3.38
IIC6	Uses a variety of motivational strategies	3.37
IIA1	Uses basic essentials of standard English	3.31
IB3	Documents student progress effectively	3.31
IB2	Keeps records and reports up-to-date and accurate	3.31
IIB5	Prepares written lesson plans with objectives evident	3.29
IB1	Complies with all policies and procedures	3.29
IIB9	Utilizes a variety of questioning strategies	3.27
IIB12	Reports test and evaluation data to parents in a competent way	3.17

Figure 6. Comparisons with Teacher Evaluation Ratings for 1979-80 for all Local/State or Title VII Bilingual Teachers Who Teach Spanish. Number of Teachers Rated = 91.

CATEGORY/COMPETENCY	EVALUATION RATINGS: 1979-80 GROUP AVERAGE	NEED RANK	COMPARISON TO DISTRICT AVERAGE	CHANGE FROM 1978-79
IA. PERSONAL QUALITIES	3.9		+	-
1. Is punctual	3.6		-	
2. Is physically capable of performing assigned tasks	3.8		0	
3. Exhibits poise and self-control	4.0		+	
4. Presents an effective role model	4.1		+	
5. Uses common sense/behaves realistically	3.8		+	
6. Shows enthusiasm for work	4.2		+	
7. Exhibits an overall positive attitude	4.3		+	
8. Demonstrates professional growth	3.7		0	
9. Works effectively with teachers, student teachers, and support staff	4.0		+	
IB. PROCEDURAL AND RECORD KEEPING SKILLS	3.5	3	0	-
1. Complies with all policies and procedures	3.5	3	-	
2. Keeps school records and reports up-to-date and accurate	3.5	3	0	
3. Documents student progress effectively	3.4	1	-	
IIA. EXPERTISE IN BASIC SKILLS AND SUBJECT AREAS	3.7		0	-
1. Uses basic essentials of standard English	3.6		-	
2. Uses basic essentials of math skills and concepts	3.6		+	
3. Has knowledge and broad background in subjects taught	3.7		-	
4. Presents information verbally in clear and understandable fashion	3.6		-	
5. Teaches lessons and units that reflect the district's curriculum	3.8		+	

(Continued)

IIB. INSTRUCTIONAL SKILLS	3.7		+	-
1. Diagnoses individual and class difficulties	3.8		+	
2. Plans instruction around needed student competencies	3.9		+	
3. Designs lessons with variety of materials, techniques, & activities	3.8		0	
4. Designs lessons with clear, logical, and sequential content	3.6		-	
5. Prepares written lesson plans with objectives evident	3.7		+	
6. Makes clear to students standards for learning performance	3.7		0	
7. Presents subject appropriate to needs, abilities, & interests of stu.	3.9		+	
8. Employs creative and imaginative approaches to teaching	3.7		0	
9. Utilizes a variety of questioning techniques	3.6		+	
10. Prepares appropriate tests and evaluations to measure stu. learning	3.4	1	0	
11. Interprets own tests and evaluations accurately	3.5	3	0	
12. Reports test & evaluation data to parents in a competent way	3.6		+	
IIC. CLASSROOM MANAGEMENT SKILLS	3.8		+	0
1. Maintains class control in atmosphere conducive to learning	4.1		+	
2. Is prepared to begin teaching at beginning of each class	3.6		+	
3. Organizes class routines so that little time is lost	3.8		+	
4. Allocates time to include presentation of all appropriate content	3.7		+	
5. Practices positive reinforcement techniques	4.1		+	
6. Uses a variety of motivational strategies	3.9		+	
7. Involves all students in learning activities	4.0		+	
8. Provides enrichment activities for all students who complete work	3.5		+	
III. STUDENT/TEACHER RELATIONSHIPS	4.1		+	-
1. Fosters positive self-images in students	4.2		+	
2. Fosters students' self-control and self-direction	4.0		+	
3. Is consistent in relationships with students	4.1		+	
4. Treats students impartially	4.2		+	
5. Is adaptable in dealing with individual and cultural differences	4.3		+	
6. Communicates with students accurately, sympathetically, and with understanding	4.2		+	
7. Recognizes and responds to contributions of students	4.0		+	
8. Respects students' rights and encourages their sense of responsibility	4.1		+	
9. Moves around the room to facilitate individual learning	4.1		+	

The Evaluator's Three Most Difficult Roles

Up to this point, I have talked about the evaluator's most vital role. I now want to turn attention to what I believe to be the evaluator's three most difficult roles: facing legal issues, confronting problem behaviors, creating climate.

Facing Legal Issues

Together with medicine, education has faced an escalation of legal problems in the past decade. Very few people are ever fired in a school system; a slightly larger number elect to leave each year under pressure. Yet, all evaluators must constantly keep in mind the legal role they may be called upon to play. Just as in framing the words of this presentation (I must constantly ask myself whether my unconscious, ingrained use of the generic pronoun presents a problem.), every gesture and word of the evaluator has to be weighted in the light of that potential legal role. If an evaluator misses on the preliminary rating sheet filled out on a new teacher, or if encouraging words are misconstrued as praise, the evaluator may later discover that these are stumbling blocks should the issue of termination arise.

Thus a good knowledge of the legal expectations of the evaluator is essential. These expectations are chiefly related to the values supported by law and the policies of the system in which the evaluator works. According to Strike and Bull (1981), the values demanded by the legal system are: *equal respect, reasonableness, and effectiveness.*

Equal respect. This value requires that we accord those evaluated with basic human respect. We would not, for example, carry out covert observation in order to collect information on those we evaluate. Certainly, we would not let chance comments overheard in the lounge have a bearing on our evaluation decisions. More subtly, however, it means that we would not permit bias in our evaluations based on such irrelevant factors as sex, ethnicity, or religion. Yet, our evidence indicates that, because we do not systematically examine our ratings, this may well be a problem of unrecognized proportions.

The charts in Figures 7 and 8 show ratings as they existed prior to our new system. You will note that discernable differences exist whether we look at characteristics of the evaluatee or of the evaluator.

Figure 7. Mean Ratings on the 1977-78 Teacher Evaluation Form. (mean ratings by subgroups and rating categories with N's)

		BASIC ELEMENTS OF TEACHING	TEACHING TECHNIQUES	CLASSROOM MANAGEMENT	PERSONAL QUALITIES	PROF. ATTITUDES AND PRACTICES
SEX	Male	4.15 (380)	4.04 (373)	4.04 (371)	4.38 (384)	4.18 (383)
	Female	4.25 (1483)	4.22 (1469)	4.21 (1460)	4.42 (1501)	4.26 (1501)
ETHNICITY	Mexican-American	4.12 (248)	4.10 (245)	4.15 (240)	4.35 (250)	4.13 (250)
	Anglo	4.26 (1409)	4.22 (1392)	4.18 (1388)	4.43 (1414)	4.25 (1413)
	Black	4.14 (197)	4.08 (196)	4.17 (194)	4.38 (199)	4.21 (199)
TEACHER TYPE	Regular	4.19 (1508)	4.16 (1506)	4.16 (1501)	4.41 (1509)	4.22 (1509)
	Special Education	4.39 (179)	4.28 (177)	4.21 (178)	4.38 (179)	4.28 (178)
	Other	4.38 (167)	4.31 (150)	4.34 (143)	4.44 (175)	4.41 (175)
LEVEL	Primary	4.23 (983)	4.20 (981)	4.23 (978)	4.40 (1001)	4.27 (1000)
	Secondary	4.22 (880)	4.17 (861)	4.11 (853)	4.42 (884)	4.21 (884)
YEARS EXPERIENCE	1	4.05 (242)	4.06 (242)	4.07 (239)	4.34 (242)	4.14 (242)
	2	4.23 (215)	4.21 (214)	4.16 (214)	4.44 (216)	4.24 (216)
	3-5	4.21 (367)	4.19 (365)	4.17 (363)	4.40 (367)	4.22 (367)
	6-15	4.44 (470)	4.35 (461)	4.31 (459)	4.51 (473)	4.38 (472)
	16+	4.39 (264)	4.34 (257)	4.34 (255)	4.50 (266)	4.40 (266)
CONTRACTUAL STATUS	3 Year Contract	4.43 (643)	4.33 (633)	4.32 (627)	4.49 (643)	4.38 (643)
	Temporary	3.75 (82)	3.72 (80)	3.79 (82)	4.21 (82)	3.83 (81)
	Grant	4.28 (102)	4.24 (99)	4.26 (97)	4.36 (107)	4.32 (107)
	1P1	3.98 (459)	3.98 (458)	4.01 (455)	4.33 (460)	4.07 (460)
	1P2	4.22 (313)	4.20 (313)	4.17 (311)	4.44 (314)	4.25 (314)
	1P3	4.32 (240)	4.30 (235)	4.23 (235)	4.43 (240)	4.28 (240)

Figure 8. Mean Ratings Given on the Competency Categories on the 1978-79 New Professional Checklist by Sex and Racial/Ethnic Background of the Evaluator.

COMPETENCY CATEGORIES	SEX		RACIAL BACKGROUND		
	Male	Female	Black	Mexican American	Anglo
Personal Qualities	3.48 N=334	3.41 N=149	3.12 N=67	3.61 N=87	3.49 N=328
Procedural and Record-Keeping Skills	3.18 N=325	3.11 N=147	3.02 N=67	3.16 N=84	3.19 N=320
Instructional Skills	3.24 N=329	3.18 N=148	3.03 N=66	3.37 N=85	3.22 N=325
Classroom Management Skills	3.32 N=331	3.22 N=148	2.99 N=67	3.40 N=87	3.33 N=324
Expertise in Basic Skills & Subject Areas	3.27 N=327	3.16 N=148	3.02 N=66	3.32 N=87	3.26 N=321
Interpersonal Skills	3.36 N=329	3.37 N=143	3.11 N=65	3.36 N=86	3.36 N=320

We must be aware that the potential for such biases occurs and be ready to work on correcting it. Training those who evaluate to be more sensitive to this issue is a critical obligation of the system.

Reasonableness criteria. These require that we not act capriciously in evaluation. We must have procedures that are known, and we must follow them. Haphazard evaluation is a clear legal danger. We must base our decisions on formal evidence. This is the value which due process demands.

Effectiveness. This value is the one which brings to balance the rights of the evaluator and evaluatee. We can make demands on evaluation on behalf of the evaluatee that would prevent the evaluation from being an effective tool in the educational process. Evaluation is a right belonging to the administration in the interests of students. The protection of student rights is as strong a value as the protection of teacher rights.

Strike and Bull's chapter in Jason Millman's 1981 book, *Handbook of Teacher Evaluation*, provides a much broader discussion of these values and a complete detailing of case law relating to teacher rights. This is a chapter that needs to be reread on a regular basis by every evaluator. However, as a good operating rule the evaluator should be sure to remember that constitutional rights of teachers are not taken away by the job they hold, that teachers have a property right in their contracts which is protected, and that the violation of district policies cannot be condoned. The district itself must be extremely careful in drawing up both its evaluation and its contract policies that constitutional rights and state laws or policies are followed. The national and state school board associations have done a great deal to assist school districts by providing model policies that capture all of these.

Equally important, the school district must be cautious in going beyond requirements in formulating its policies. School systems are equally bound by their own policies. As evaluation policies have been formulated by our district, we have found that it has been a constant necessity to remind committees and administrators who have participated in the formulation of the evaluation process not to include more than is necessary. It is far better to try to get administrators to perform desirable evaluation activities through training and supervision than through policy.

Confrontation

The second most difficult role of the evaluator, I believe, is that of confronter of problems. That is, the evaluator must identify problems or inadequacies in performance or even just average performance where above average is an achievable level for the evaluatee. The evaluator must communicate these clearly to the employee in order to motivate the employee to change. This seems to be enormously difficult for all of us to do.

There is a field next to my home where during the various seasons I can observe coaches working with 7- to 12-year-old kids in baseball, soccer, and football. These are Texas good-ol'-boy coaches. The ease with which they confront the young kids with their shortcomings never ceases to amaze me. "Mike, what you got? Butter on your fingers? Here, hold up that hand; stretch out those fingers." "Rick, bend those legs; bend 'em, boy. They're not gonna break!" How is it that we can be so brutally frank with kids and have such difficulty facing our employees with even the simplest problems? But we do. Evaluators typically find this to be the most impossible part of the evaluation process.

Whether the problem is a small one or a large one matters not a great deal, but looking other human beings in the eye and telling them they have problems is difficult. I have to tell you that one of the most difficult evaluation conferences I have ever had was with one of my employees, a university intern. Telling him about his problem was unusually difficult. He rode his bicycle to the office every day and perspired heavily. By midafternoon, his problem was all our problem! However, this also has to go on record as my most effective act of evaluation. After our conference, the problem ended immediately! I have since wished that the path to improvement could always be as precisely spelled out as in this case. Possibly, the situation that presents the most painful evaluation situation is telling someone who is a very dedicated, hard-working employee who is truly giving the job his or her all, that it simply isn't enough. Unfortunately, in the intellectual environment in which we work, willingness and hard work are sometimes not enough; the ability is just not there to be developed. This situation is usually made more difficult by the fact that this employee usually fails to perceive that a problem exists, and confrontation with the problem could be personally devastating.

In either case, experience teaches that as honest, as open a discussion session concerning the problem as possible almost inevitably works out better for the employee. There are often re-

sources that can be called upon to help in these situations. Career counseling agencies are available in many cities, and the school district's vocational counselors may be of some assistance to the evaluator.

In the evaluation conferences in which problems must be confronted, it is extremely important that 1) we focus on behaviors and not on the person, and 2) that our language be focused on activities. Judgmental statements must be avoided. We should avoid statements such as: "Your questions just aren't very stimulating to students." "Your bulletin boards are not instructional." "Your appearance is not in line with our professional expectations." Although we will want to avoid the emotion of the coach, the approach the coach uses is correct. "Hold up that hand; get those fingers out there." The comment focuses on the exact behavior and provides instruction on what should be done. Similarly, in working with the teacher whose questioning strategies are not very strong, we can provide examples of the questions used and focus on restating the questions with the teacher so the questions become more student-engaging. We can focus on what the contents of the bulletin board were and provide suggestions for how they might be transformed into instructional tools.

This coaching approach to evaluation does highlight the other aspect of difficulty that the evaluator faces in confronting problems — that is, the need to be expert in the problem area. Principals tell me that this is a source of great personal concern. It is even more severe at the high school level than at the elementary level. Teachers also say that their greatest resentment is to be evaluated by a principal who doesn't know the first thing about what they are doing. How can the high school principal go into the German teacher's classroom and criticize content? Of course, it is usually impossible. Unfortunately, the solution all too often is to avoid substantive evaluation. The principal looks at irrelevant features of the classroom simply because of an inability to focus on the relevant.

The only way that I know to get around this is to use teamwork in the evaluation process. This has been formally endorsed in our Austin system. The instructional coordinators are partners and resource specialists in evaluation conferences. One principal I know has carefully built the team of assistant principals who also serve as a part of the evaluation team by diversifying their content background. Something that I see very little of, but that I think we ought to work out a way to do, is the cooperation of college or university staff, where that is available, in the evaluation process. Where a district has as many student teachers as

ours, there are particularly interesting possibilities. Austin has had as many as 3,000 student teachers a year; that's a lot of classrooms in which university staff should be engaged. Other schools do involve department heads or team leaders in the evaluation process. Peer evaluation is also a possibility, although there are so many problems with this that few systems can or are likely to use that approach. Unions or professional associations will generally block any attempt at peer evaluation.

The evaluator who manages the role of confrontation with ease is probably one who doesn't have to struggle much with the next and final difficult role I'd like to talk about.

Climate Builder

The evaluator who creates a unified, goal-directed atmosphere within the organization has strong human relations skills. This activity is not a formal part of the evaluation process, but it is nonetheless the most important key to purposeful, successful evaluation. When individuals feel themselves to be members of a strong evaluation team, they are anxious to perform at their best and are more likely to be willing to accept and participate in constructive evaluation.

How does the evaluator accomplish this climate? First, from my observation, the evaluators focus personal attention and staff attention on the organizational goals and purposes of the unit in which they work. In schools, the evaluator regularly asks how students are doing. What are their achievement score levels? What are they doing in the community? How do they perform when they go on to the next level of education; do they experience any specific types of problems? The evaluator will have a process whereby, within those goals, problems are regularly identified and plans for solving them worked out. The staff is cooperatively involved in that process, and usually, so is the community. Communication, even in the lounge, is often focused in some way by that process. If this sounds reminiscent of the things I was saying about the evaluation process earlier, it is no coincidence. This evaluator's personnel evaluation process is simply a mirror of a larger, organizational evaluation process. By this process, whether the school is focused on basic skills instruction, student behaviors and attitudes, or on creative performance, the entire staff in this evaluator's school knows where they are headed.

Next, the evaluator supports social structures both for the staff and for the community. Within the school, the principal takes over the teacher's class so that two teachers may be able to

go out to lunch one day when things have been going especially well or perhaps especially badly. I've seen other principals hold ice cream parties for 15 minutes after school when it is going to be necessary for teachers to stay late for an inservice. They all gather and chat informally and then go into the session with livelier spirits. This permits them to participate effectively in the training session.

Another evaluator gives parties for staff during the summer months, and support is given to staff planning for holiday events and parties for the staff and their spouses. The same concern is shown for involvement of the community in the school. The principal works with an advisory group. There are neighborhood coffees of an informal nature that permit discussion with the community; both teachers and principal attend. The advisory committee helps the teachers and principal see that members of the community who need transportation are able to attend school functions. Senior citizens without children are invited to school events; they are solicited as volunteers and to have lunch with students on special days. Not a part of the evaluation process, you say? Perhaps the most important, I say. When this principal voices a concern or a suggestion for improvement, the staff knows where the motivation is likely to be coming from.

The skilled leader also shares knowledge with staff and involves them in decisions about the use of resources. The leader goes out and gets resources that permit retreats and training sessions directed to their needs. The leader knows about resources at the local university and brings them in, about school district central office resources that will be helpful and uses them, too. Also, the leader sponsors staff members. Advancement opportunities are made known and recommendations for staff participation in important district activities are frequent.

Next, the leader models behaviors expected of staff. Enthusiasm is typical; optimism is the mode. The mandates received from central office are accepted cheerfully if not always with open arms; their rationale is defended to the staff. Still the leader takes care to be sure that the central office staff is informed about the problems created by such mandates and participates in development efforts to be sure they are best for the schools.

In this and other efforts, humor often plays an important role. The evaluators whom I have seen to eventually have trouble seem to be those who are indifferent or who seem to harbor a kind of anger. Regardless of the direction of that anger, it is almost always a destructive force for the team.

I have put this creation of climate in with the most difficult roles of the evaluator not because it is an unpleasant role; it is actually among the most pleasant. But it is also the role which takes an enormous amount of investment over and above what the job description demands. It requires time, which eventually becomes the most precious commodity that we will possess.

Finally, the creation of an effective climate opens the door to the final role, the one I have designated as the most satisfying or rewarding role: the *change agent* role.

The Evaluator as Change Agent: The Most Rewarding Role

The reward of evaluation is change, improvement. Whether student learning is involved or whether it is organizational functioning, the ultimate goal of evaluation is change.

I would now like to try to sketch an idealized picture of the evaluator acting in the role of change agent. For me, this is the most rewarding role that the evaluator can play. To observe an individual that I have helped become a better teacher or a better evaluator or a better secretary is what permits me to believe that evaluation is worthwhile. I have seen a whole unit or a whole organization make visible changes enough times that I believe it is a viable goal far more often than it is an accomplished fact. While the example I am going to give is specific, the steps taken and the skills demonstrated seem to me to be typical of those excellent evaluators whom I have observed at work.

Let me introduce Serena Wright, Principal at River City High School, a non-existent principal in a non-existent school in my own district. Serena has had long experience in our district, going from teacher to counselor, to assistant principal, to junior high principal, and a little over three years ago, to senior high principal. The River City principal before Serena had to withdraw after a heart attack and was unable to finish the year; Serena came in at the end of April to take over.

Instruction is Serena's main concern which makes her somewhat unique among our high school principals who tend to focus more on management. Also, Serena is a very capable, bright administrator. She has the people skills necessary to help her lead our often contentious high school teachers.

Several events happened that first May that Serena would remember later as having been critical to her first three year's work.

About May 10 an angry mother stormed into her office.

"Mr. Jackson is telling my son he is going to get a B grade in biology," she said. "My son has made As on all his exams except one. He can't give him a B."

"Have you talked with Mr. Jackson?" was Serena's first question.

"Of course. He says my son's daily work isn't up to par, but he doesn't have anything to show me that that's true. Besides, do daily grades count for more than exam grades? My son needs that A; he is going to have to earn a scholarship or he can't go to college. We can't afford it otherwise. And B grades won't get scholarships for you. He works hard, too. It just isn't fair!"

Serena promised to look into the matter and get back to the mother.

Figure 9. Serena Wright, Principal

In conference with Mr. Jackson, she discovered that he didn't even keep a grade book. He was relying on his memory to give grades to his students!

About a week later another parent, this time a father, came in to see her, bringing a test that his daughter had brought home. He, too, was furious. "Look at this test Mrs. Carew gave my daughter. You can't even read the instructions, and half the words are illegible."

Subsequently in conference with Mrs. Carew, Serena discovered that the teachers were having to use an old ditto machine in their workroom because nothing else was available. Mrs. Carew said she tried to compensate by writing those parts that weren't legible on the board.

Serena barely made it through May that first year. There were so many last minute things to do, but in the back of her mind she resolved to do some study over the summer. In July, after she had done most of the essential planning for the next year, she began to gather data. First, she looked over student achievement scores and was delighted to find that in general, River City's students were very high-performing students. She also had the records for student scores on the college entrance exam, the SAT. They were a bit lower than she thought they should be on the basis of the achievement scores, and it seemed that not as many students as she might have expected were going on to college. However, they were acceptable achievement results. Next, she had the district's data processing office give her a grade distribution summary for the district and for her school.

Here, she found some surprises. Some teachers gave almost all *A*s, others gave more than half their students failing grades. This didn't seem to have much to do with the difficulty of the subject. There also seemed to be real differences across departments.

Next, she turned to the summary of personnel evaluations that had been given by the former principal. This wasn't much help. Unfortunately, he gave almost everybody 5*s*, the top score, in everything. However, here and there she saw that the areas with low ratings did relate to student evaluation. There were also a few low marks on communicating with parents about test data.

Finally, she secured a copy of the school's results on a district follow-up survey of graduates. Teachers at River City High got very high marks from students on competence in their teaching fields, but sure enough, students reported that they did not believe that teachers knew what their learning problems were.

Emerging for Serena was the realization that student evaluation practices were a real problem for this high school. Serena

didn't say anything at first about her fears. She wanted to get the year off to a good start and set a climate of cooperativeness with her staff, but by October she was ready to move.

She chose the half-day inservice session the district had set aside for building use. She assembled copies of several things. First, she had copies of the grade report data, the evaluation data, and the follow-up data that she had studied that summer. Also, she had gone to the central office research staff with a request that they put together a handout for her, using the research studies she recalled their having reported on. Then she called her faculty together on the inservice day. She asked them to bring along a copy of one of their six-weeks exams.

She introduced the meeting by telling them that they would recall that in their preschool workshop they had worked together to establish goals for students for the year. Now, this inservice was for them. She wanted them to help her set goals for staff development for the year. Next, she outlined the many things in which they were doing a good job. She told them that in her observations of classrooms in September and early October she believed their classes were outstanding in the way students participated and stayed on task. Discipline was being handled by almost everyone in just the way she liked. In fact, she was having to really search hard to find an area that might be a common goal area for their improvement. However, a concern was being discussed at central office that they ought to consider. Then she shared the research sheets with them. Let's look at it with her now. It's shown in Figure 10, called monitoring pupil progress.

Serena said that she thought there was the possibility that River City High might also have a problem in the area of student evaluation. She thought they had the data that would help them decide if this would be a good area for staff development. Serena then showed them the handouts shown in Figures 11 and 12. She said that she had worked with a local university staff member who helped her come up with a rating sheet for examinations. She asked them to spend the next few minutes reviewing the exam they had brought along to see whether exams might be improved. The teachers worked diligently; a few did so with some unease. As Serena walked about answering questions about the rating sheets, she found some teachers admitting that their exams were not quite measuring up.

When they had completed the exam activity, Serena moved on without discussion to asking them to look at the grade data. They were sitting in departmental groups. She asked them to consider these questions in examining the data:

"Did the grades being given in River City High seem to reflect the capability of the student body?"

"Did there seem to be uniformity within departments on grades?"

"Was there uniformity across classes?"

"Did there seem to be any unexpected differences?"

On the school evaluation summaries, she asked them to consider whether the competencies that related to student evaluation had higher or lower ratings than other competencies. Finally, she raised the question of whether there seemed to be a need for improvement in exams based on the tests they had examined.

The departments spent considerable time discussing these issues, arguing back and forth.

Finally, Serena asked whether this area of student evaluation might make a priority goal for them in staff development for the year? There was strong agreement that the answer was yes.

For the next activity, Serena asked them to consider four areas related to student evaluation and to set a goal for each of these areas for the whole school, for each department, and finally as a personal goal. They were also to discuss some activities they might carry out to meet the goal. The four areas were exams, grades, grade books, and reporting to parents.

First, the school would achieve balanced grade distributions across departments and classes. With their population, they decided that 25% *A*s would not reflect low standards for their school. Also, *F*s probably should not exceed 5% of the total grades given.

The staff decided, however, that besides holding themselves responsible for these standards, they probably should work together to establish uniform criteria for determining how much various activities might count toward grades. For example, most staff members felt that homework should count toward grades in some way, but they did not agree on how or how much. Some thought 20% of the final grade; some thought no more than 5%; others thought it should be only for extra credit. They agreed that uniform standards would be helpful to students. Three staff members agreed to work on a set of standards.

On grade books, the discussion revealed just how chaotic their practices were. Some teachers kept them one way, some another. Some just used folders. Others, as Serena had already discovered, didn't keep any records. They decided that every staff member would maintain a grade book along uniform lines. They also nominated a committee to decide the type of grade book to be used and

Figure 10. A Handout Summarizing Research Findings on Monitoring Pupil Progress.

NATIONAL FINDINGS

Pupil progress is monitored frequently. The teachers use frequent classroom tests to monitor student progress toward instructional objectives.

--Edmonds, Ronald. "Effective Schools for the Urban Poor," *Educational Leadership*, October 1979, pp. 15-24.

With results in from 91 of the selected districts, project researchers have begun to draw some preliminary conclusions regarding local school testing.... In other words, math and language arts testing in elementary schools consumes about 5 percent of the total instructional time. By 10th grade...testing time in basic skill classes doubles to slightly more than 10 percent...teacher developed tests are given the greatest amount of classroom time. This is particularly true at the high school level, where such tests occupy fully three-quarters of all testing time.... What do teachers use in decision making? Teachers in the study rated the relative importance of various information sources: tests; direct observations; comments, reports and grades assigned by previous teachers...researchers concluded that in planning courses, grouping, monitoring student progress and grading, teachers give the greatest weight to observing students and evaluating student work.... Administrators, it should be added, tend to focus on state or district mandated tests. Scores on teacher developed tests--which take up most classroom testing time--are rarely reviewed or evaluated by principals.

--"CSE (Center for the Study of Evaluation) Analyses School Testing Programs." CAPTRENDS, Clearinghouse for Applied Performance Testing, Northwest Regional Educational Laboratory, May 1982, Vol. 7, No. 3, pp. 2-3.

LOCAL FINDINGS

Austin ISD teachers are rated on the 46 competencies appearing on the Teacher Evaluation Form. The competencies teachers consistently received the lowest ratings on in 1978-79, 1979-80, and 1980-81... (were):

- Prepares appropriate test and evaluation activities to measure student learning.
- Interprets own tests and evaluation activities accurately.
- ...
- Documents student progress effectively.

--Totusek, Patsy. "1981-82 Final Report: Personnel Evaluation Systems. Austin: Austin Independent School District, Office of Research and Evaluation, publication number 81.30, 1982.

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Figure 11. Exam Rating Sheet

TEACHER ID NO._____

SUBJECT_____

You will find below a summary of the characteristics of the attached test based on a sampling of the content of the test. This summary includes a consideration of appearance, directions, specific types of items, freedom from item bias, and levels of Bloom's taxonomy. The criteria used in describing the test are derived from generally accepted standards of test construction.

FEEDBACK ON TEACHER-MADE TESTS

	Good	Fair	Marginal
Appearance (legibility, organization, neatness)	( )	( )	( )
	Always	Sometimes	Seldom
Directions: Present for each section	( )	( )	( )
	Good	Fair	Marginal
Clarity	( )	( )	( )

ANALYSIS OF ITEMS

The desirable characteristics for each item type are listed below. If the characteristic could not be rated, it was left blank.

MULTIPLE CHOICE	Usually	Sometimes	Rarely
The phrase that introduces the item (stem) clearly states the problem.	( )	( )	( )
A single idea is tested in each item.	( )	( )	( )
Avoids use of negatives and/or double negatives in item.	( )	( )	( )
The length of response options in each item is consistent.	( )	( )	( )
Grammatical clues to the correct answer are absent.	( )	( )	( )
The response options are indented and in column form.	( )	( )	( )
Avoids use of "All of the above," "None of the above."	( )	( )	( )

(Continued)

TRUE-FALSE

Avoids use of "always" and "never" in the items.	( )	( )	( )
Avoids use of negatives in stating the items.	( )	( )	( )
A single idea is tested in each item.	( )	( )	( )
Items are brief and to the point.	( )	( )	( )

COMPLETION

Only one blank space is included in each item.	( )	( )	( )
Blank spaces occur at the end of the sentence.	( )	( )	( )
Grammatical clues to the correct answer are absent.	( )	( )	( )
Items are worded to limit the range of possible answers.	( )	( )	( )

MATCHING

Directions state whether options can be used more than once.	( )	( )	( )
More options were present than items.	( )	( )	( )
Longer phrases are used as items, and shorter phrases are used as options.	( )	( )	( )
All items are of the same class and all options are of the same class (e.g., a list of events to be matched with a list of dates).	( )	( )	( )

(Continued)

ESSAY

The length of the answer desired is specified for each item.	( )	( )	( )
The relative emphasis given to each question is indicated (e.g., time to be spent or points assigned).	( )	( )	( )
Items are stated precisely, clearly focusing on the desired answer.	( )	( )	( )
All students are required to answer the same questions.	( )	( )	( )

ITEM BIAS

Items are stated in a manner that avoids bias in regard to sex.	( )	( )	( )
Items are stated in a manner that avoids bias in regard to race.	( )	( )	( )

COVERAGE OF BLOOM'S TAXONOMY OF THE COGNITIVE DOMAIN	Many of the Items	Some of the Items	Very Few of the Items
Items cover the knowledge level (e.g., rote memorization; basic facts).	( )	( )	( )
Items cover the comprehension level (e.g., understanding, ability to state in own words).	( )	( )	( )
Application (e.g., apply knowledge to a new situation).	( )	( )	( )
Analysis (e.g., ability to break down into component parts.	( )	( )	( )
Synthesis (e.g., ability to bring ideas together to create something original).	( )	( )	( )
Evaluation (e.g., ability to make decisions).	( )	( )	( )

Figure 12. Terms for Exam Rating Sheet

GLOSSARY OF RATING STANDARDS

1. *APPEARANCE* (legibility, organization, neatness):

rate the overall quality of the appearance of the test, taking into account how easy it is to read the test, its legibility, neatness, the organization or layout of the sections of the test, and duplication quality.

Good = test meets the appearance criteria listed above
Fair = test meets several, but not most, of the criteria above
Marginal = test meets few or none of the criteria above

2. *DIRECTIONS*:

A. Present for each section -- scan through the entire test to identify each separate group of item types; check to see if directions are written out

Always = every seperate group of items is accompanied by instructions
Sometimes = directions are usually present for each section
Seldom = written directions are present for only one or two sections, or not present at all

B. Clarity -- carefully read the directions that <u>are</u> present for each section of items on the test; rate the directions in terms of how clearly they instruct the student as to what he or she is to do in answering the questions or responding to items.

Good = directions are clear and unambiguous; student knows what to do
Fair = there is some uncertainty as to how to answer the items
Marginal = it is difficult to know what to do to answer the items, or there are conflicting instructions; vague or ambiguous

3. *ANALYSIS OF ITEMS*:

Usually = the items that were sampled met the standard or guideline the majority of the time
Sometimes = the standard or guideline was met less than half of the time for the items sampled
Rarely = only one or two of the items sampled (or none) met the standard

4. *COVERAGE OF BLOOM'S TAXONOMY*:

Many of the Items = the majority of the items sampled measured this level
Some of the Items = less than half of the items sampled measured this level
Very Few of the Items = only one or two or none of the items sampled measured this level

NOTE: If you are unable to rate any particular characteristic of the test, leave the response categories blank.

to draft a required format. Serena volunteered to provide the cost of the grade book from the office supply account.

On exams, the teachers realized that they would need help. They admitted that even applying the criteria on the worksheet was difficult. However, they wanted to have at least a vague goal, something like "improve exam content and practices." They also asked that department heads serve as a planning committee to come up with a staff development plan for the year that would help them achieve that goal. Serena said she believed that vagueness was probably appropriate for the goal and promised to assist in getting any resources they needed for staff development.

Finally, with respect to reporting to parents, the staff decided that they needed more information. They simply couldn't decide what was needed. Serena suggested that this might offer them a good chance to involve parents. If they devoted their next PTA meeting to reporting on their goals and reviewing current reporting practices, perhaps parents could make suggestions. They agreed this would be a good approach.

As the final activity of the day, Serena asked them to suggest ways for monitoring and evaluating their goals. After much debate, they agreed that:

1. For grades, they wanted to re-examine the grade distributions at a faculty meeting after each grade reporting period. Since the goal was specific, evaluation would be straightforward.

2. On grade books, they asked that Serena examine them periodically. She suggested that they develop or find a monitoring form for her use. As it turned out the committee discovered that another school's principal had developed a form and a set of instructions that were almost exactly what they wanted. You can see these in Figures 13 and 14. When they gave these to Serena, she agreed to use them in monitoring.

3. For exams, they agreed that Serena would collect and inspect their final exams each semester. She would work with a resource person to evaluate the improvement that was occurring. Working with the central office she got funds for a university project to evaluate and provide feedback on the exams each time they were collected.

Serena used the personal evaluation process, of course, to monitor progress at the individual level. In addition to noting how well each staff member did with respect to the formal competency statements on the form, she also looked at the personal goals. She used classroom observations to note where improvements were occurring, and her conferences with teachers always resulted in shared evaluation of progress on the personal goals related to stu-

dent evaluation. Faculty meetings saw study of new data as the data became available. Parent and student satisfaction with evaluation processes improved noticeably.

Of course, not all problems could be solved. Mr. Jackson, the teacher without a gradebook, who had in a way started the whole thing, retired at the end of the second year, expressing his disgust with Serena openly. "All that busy work," he said.

However, Mrs. Carew, the teacher with the illegible tests, was now serving as a testing resource person to other schools' social studies departments. She was also working with the district social studies coordinator on a pilot project they had developed to begin a districtwide test item bank. By the time it was completed, the PTA had promised to buy the school a microcomputer so that social studies teachers could have the bank available to generate and print tests to their specifications of content, difficulty, and cognitive level.

Incidentally, the school's number of merit scholars in the third year had doubled over the number of that May when Serena came to River City High. The number of students taking the SAT had also increased.

The subsequent PTA meeting turned out to be an excellent one. Parents were not only pleased to see the faculty working together on improvement goals, but they agreed totally with the importance of the area chosen. Their suggestions for reporting to parents included sending major exams home for signature by parents and sending notes early if students' grade averages fell or placed them in danger of failing. Moreover, the PTA took on a project of raising funds for new duplicating equipment. One of the parents also got his company to donate a new electric typewriter for the teachers' workroom, and several parents volunteered to come in for two hours a day to type and duplicate exams to assist teachers.

The exam improvement project turned into a three-year one. The first year teachers worked on improving the mechanical aspects of their exams. This included the phrasing of multiple choice items, using a variety of item types, and including more essay questions. They worked on clarifying the wording of directions, and of course, appearance.

The second year, inservice focused on level of questions and consequently on level of instruction. By the end of the year, students were being asked to work on classroom activities requiring analysis, synthesis, and evaluation. Test questions naturally followed the same pattern.

Figure 13. A Principal's Instructions for Grade Books

August 30, 1982

TO: All Faculty and Staff

FROM: R. W. Enos

SUBJECT: Grade Books

As you set up your grade books it is important that certain information be found for each period. In addition there should be a summary for the year for each period. This information is very useful when we must look up grades over the summer.

SIX WEEKS INFORMATION:

1. Name
2. Student Number (helpful, but not necessary)
3. Advisor
4. Month
5. Day
6. All grades identified
   a) Quizzes and tests
   b) Homework, notes, etc.
   c) If you use checks (✓) identify what they mean (what value?)
7. Averages - Daily work, etc.
8. Test Grade Average
9. Six Weeks Average - Numerical Grade
10. Six Weeks Grade - Letter Grade

YEARLY INFORMATION:

1. A summary of the six weeks grades - Numerical for each six weeks
2. Yearly Average - Numerical Grade
3. Yearly Grade - Letter Grade

My review sheet for lesson plans and grade books is attached.

Figure 14. A Principal's Monitoring Guide for Grade Books

Grade Book and Lesson Plan Review

1982 - 1983

_____ _____

Teacher Date

I have checked your grade book and have made the following comments.

	COMPLETE	INCOMPLETE	NO INFORMATION
Cover Page Information			
Periods Identified			
Attendance Recorded			
Dates for Six Weeks			
Grades Identified			
Averages Indicated			
Six Weeks Averages			
Letter Grade			
Numerical Grade			
Yearly Information			
Summary by Six Weeks			
Yearly Average			
Letter Grade			
Numerical Grade			

General Comments:

Lesson Plan Comments (Use back of page if necessary.):

_____

Signed

The third year teachers worked on providing advance information to students on the course objectives and how they were to be evaluated over them. Teachers found also that they were providing students more preassessment and evaluating their own instructional activities for their appropriateness.

I hope you agree with me that Serena had served as a major change agent for this school and for the staff she worked with. While she is clearly an idealized principal, her work is representative of those that I see with excellent evaluation skills. I think she also demonstrates that we can use the personal evaluation process more creatively than we often do as a tool to bring about change. The skills it takes are comprehensive skills of planning and following through over a prolonged period of time. This evaluator is both consistent and foresighted.

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NSPER

Philadelphia Presentation

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The Many Roles of the Skilled Evaluator

by
Jerry J. Bellon

It is difficult to separate attitudes, knowledge, and skills from the roles evaluators are expected to fulfill. The position taken in this paper is that roles are overriding and include the skills, attitudes, knowledge, and understandings that evaluators must have if they are to function effectively.

An examination of various roles that evaluators are expected to play may raise some questions about the likelihood that any single evaluator could be competent in all of those roles. It is also highly unlikely that one evaluator would have all of the attitudes, skills, and knowledge that are delineated in this paper. It is my contention that every person in an evaluation position should make every attempt to fulfill the roles and make the commitment to acquire the competencies necessary to be highly effective in each role.

Roles that evaluators are expected to fulfill are addressed in the first section of this paper. The specific attitudes, skills, and knowledge are discussed in the following sections. The fact that there is some overlap throughout the discussions is unavoidable.

The complexity of the position makes it very difficult to develop a neat and clean delineation of role expectations and desired competencies.

Roles

Five roles have been identified from observations of evaluators in action as well as from the literature about expectations for evaluators. The majority of the information about the roles has been generated from my work with school systems where there are specific expectations for those in evaluation positions. The focus in this presentation is on those who are expected to evaluate instruction. Typically the evaluators will be either principals, supervisors, department heads or central office administrators. The term *evaluator* is used in this paper to include any person holding an administrative or supervisory position which includes the responsibility for evaluating instruction.

A Model of Desired Behavior

One of the most difficult challenges facing the evaluator is to model the behavior desired in others. It is easy to tell others to do as you say rather than to model the behavior you expect. When this happens evaluators create important credibility problems with those who are being evaluated. They are able to see the gap that exists between what is being espoused and the actual behavior of the evaluator. It is very important for evaluators to be congruent. That is, there should be very little difference in the expectations evaluators hold for themselves and the expectations they have for others.

One of the important behaviors that evaluators should model is to demonstrate their commitment to personal growth and renewal. A fundamental purpose of evaluation should be to help people improve their performance. The underlying assumption is that people do want to improve on a regular basis. When those in evaluator positions are committed to their own personal improvement, they are more likely to be appropriate models for others in the organization. The personal renewal expectation is easy to talk about but more difficult to model.

Renewal is the process of systematically attending to personal development and improvement goals (Gardner, 1965). Renewal goals should not be too narrowly defined. For example, a person who is committed to intellectual renewal will also need to have the energy to sustain a range of intellectual activities. Physical

renewal may be needed if a person is to be successful in fulfilling other renewal goals.

Personal growth and development is a complex process that not only depends on personal commitment but requires feedback from others. One characteristic of those committed to their own renewal is that they seek feedback about their performance. Giving and seeking feedback is an information-sharing process that is basic to improving performance, a primary evaluation goal.

Effective evaluators hold *positive assumptions* about others in the organization. Their day-to-day behavior communicates that they believe others in the organization want to be competent and will attempt to be effective. In essence they have Theory Y assumptions (MacGregor, 1960). Those who hold Theory Y assumptions believe that people will make a commitment to achieving goals and objectives, that they are not naturally lazy, and that many people are creative and have the ability to solve problems. Evaluators who have Theory Y assumptions are able to make a positive impact on individuals as well as on the total organization. They work to strengthen individuals and help them to improve rather than concentrate on their weaknesses and thereby make them less effective.

It is important also for those in evaluation positions to understand the difference between work satisfiers and dissatisfiers (Herzberg, 1968). Work satisfaction develops from a complex set of factors. Several of the factors are relatively easy to identify and respond to. Most people are more satisfied with their work when their achievements are recognized and acknowledged. They feel better about their work when those they are reporting to recognize their efforts and the commitments they have made to their work and to the organization. An important satisfier for professional personnel is to have the opportunity to grow and develop while at work. These satisfiers can be reinforced by those who supervise and evaluate personnel in an organization, even though welfare factors such as salary and fringe benefits may be beyond the evaluator's control.

There are several approaches to leadership that the evaluator can model. If the evaluator is to be most effective, the leadership approach should be one that helps others to renew and improve their skills and competencies. The transformational approach to leadership is one that helps others to improve their performance (Burns, 1978). Some leaders may spend most of their time making tradeoffs to accomplish their goals. This is referred to as transactional leadership and may be the approach needed to maintain an organization. However, the transformational approach is most

appropriate for achieving long-term personal growth and development goals. Evaluators who demonstrate transformational leadership behavior will benefit from the successes of those they evaluate. When one person helps another to succeed, both parties are enhanced by the success.

Evaluation Program Manager

One of the important roles played by the evaluator is that of an evaluation program manager. Someone in the organization must have the responsibility and the authority to develop, implement, and regularly improve the evaluation program. One of the key activities of the evaluation program manager is to give leadership in establishing evaluation goals. Before an evaluation program can be developed and implemented the goals for the program must be identified. It is a mistake to use goals generated only by evaluators. Program goals should result from broad-based involvement and will represent consensus expectations of all personnel engaged in the evaluation program. Every effort should be made in the goal identification process to help relate goals to local needs. Using goals developed by other school systems or other evaluation programs will not be nearly so meaningful as having goals developed by local members of the schools and community. Clear goals for the evaluation program need to be agreed upon so that priorities can be established and resources allocated to give attention to the most important goals in the school system.

Leadership needs to be given to the development of plans to fulfill the evaluation goals. An evaluation plan should include all of the specific activities necessary to attend to the goals. In addition, resources need to be identified that will be necessary to conduct the evaluations. Money, materials, and facilities are resources that are generally identified when educational plans are developed. In addition to those resources it is important to keep in mind the amount of time necessary to carry out a high quality evaluation plan. Time is probably the most important resource for most evaluators. In order to carry out an evaluation plan some form of instrumentation is needed. Very often evaluation instruments are developed before a total evaluation plan has been systematically developed. When this happens the instrumentation gives direction to the evaluation process. This may result in inconsistencies between evaluation goals, procedures, and instruments. Leadership is needed to assure that the evaluation plans are properly developed and all phases are appropriately sequenced and in harmony.

An important responsibility of evaluation program managers is to monitor evaluation plans and be prepared to make adjustments in plans as they are needed. This requires evaluators to have evaluation process expertise and a strong commitment to the success of their total evaluation programs. Data need to be gathered on a regular basis about the success of evaluation activities. The data will range from general feedback about the success of the plan to information from regular observations and test information from a variety of sources. A broad spectrum of information needs to be gathered concerning evaluation activities. The success of a program should not be based on a single measure such as standardized test scores of the students. Comprehensive data gathered about the evaluation plan can be used to make adjustments and improvements in the overall evaluation program. The formative evaluation activities can be instrumental in making critical adjustments when they are needed rather than delaying decisions to comply with prespecified target dates.

Instructional Process Leader

Evaluators may have a content specialty, but more important they must be well versed in those processes basic to improving instruction (Bellon, Bellon, and Handler, 1977). One of the most critical instructional processes is being able to identify activities that affect student learning. Instructional leaders should understand how to analyze student learning needs and identify approaches that will be most appropriate for attending to those needs. Evaluators should demonstrate how the research about student learning can be applied to specific classroom situations. They should help instructional personnel focus their planning so that the emphasis is on learning expectations. Evaluators can assist teachers in recognizing the need to adapt methods and materials to achieve learning objectives rather than expecting all students to adjust to a prescribed set of instructional activities.

One role of the instructional process leader is to generate information about classroom teaching and learning. Observations of actual teaching situations need to be made so that there will be information concerning how instruction is affecting the learners (Bellon and Bellon, 1982). When classroom observations are analyzed by evaluators and teachers, recommendations can be made to improve instruction. The recommendations should be based on the research about teacher effectiveness and student learning. Systematic classroom observations will help evaluators generate information that can be used to make judgments about the overall effectiveness of the instructional programs.

As an instructional process leader the evaluator is in a critical position to assist teachers with instructional planning. Evaluators can work with individual teachers on a one-to-one basis to improve instructional planning. This will help them gain the information necessary to help larger groups of teachers improve their planning. Data gathered from conferences with the teachers (concerning their intended instruction, and coupled with information from classroom observation) will help to determine the effectiveness of instructional planning in the total school. Evaluators can synthesize the data they have generated from the various observations and conferences to develop guidelines for school-wide instructional planning. This should lead to common instructional plans that will help to improve instruction for an entire school.

Teachers need assistance in analyzing classroom observation data as well as other data pertinent to their instructional expectations. Evaluators can play an important leadership role as they help teachers analyze the data generated from classroom observations, teacher-made tests, informal observations, and standardized tests. The assistance given to teachers in synthesis and analysis of instructional information can be invaluable in improving teaching effectiveness.

An important instructional leadership responsibility is to give helpful feedback to teachers and other personnel. Effective leaders use objective feedback to achieve desired behavior changes. Evaluators are more likely to be effective when their feedback is based on behavior descriptions that are objective and data based. Teachers will respond to recommendations that are clearly related to observable behavior or products from specific instructional activities. They are less likely to respond to recommendations that are based on personal feelings and subjective assessments made by evaluators.

Curriculum Monitor

Regular monitoring of the curriculum is essential if program development and improvement are to be effective. Evaluators play an important role in the monitoring process. They are in a position to relate teachers' instructional planning to the stated or agreed upon curriculum. Many schools have spent considerable time and effort in developing curriculum plans and programs, yet when the instruction is observed it may be difficult to determine the curriculum/instruction relationships. By using a comprehensive instructional observational system, evaluators can be in a

position to accurately monitor the effect of the curriculum on instruction. During conferences that precede instructional observations, evaluators have an opportunity to identify how much effect the curriculum has had on instructional planning. Teachers should be able to explain how they have planned their daily instruction to attend to the curriculum goals.

Regular observations of instruction are needed to provide information for those monitoring the curriculum. Evaluators have an opportunity to determine how closely the actual instructional plans match up with daily instructional transactions. Although the entire focus of classroom observation does not need to be on the curriculum/instruction relationships, the information generated by observations can be analyzed to determine the degree of congruence between the stated curriculum, instructional planning, and instructional transactions.

Conferences with teachers following instructional observations can provide additional information about the influence of the curriculum on instructional planning and classroom activities. The analysis and synthesis process can lead to recommendations aimed at revising the curriculum or making adjustments in instruction. Even though major curriculum revisions may have to be delayed so that the faculty can be properly involved, adjustments can be made during the school year to make the curriculum more relevant to instructional activities. An ongoing formative evaluation mechanism for curriculum improvement should be an important outcome of curriculum monitoring efforts.

Staff Development Facilitator

Staff development can take many forms and includes a wide range of activities. Evaluators working with teachers on a one-to-one basis are engaged in one form of staff development. As evaluators work with teachers they are in a position to identify specific individual staff development needs. They have an opportunity to recommend or organize staff development activities that will meet the needs of each individual. The information gathered for individual development activities can be used to determine staff development needs for an entire faculty or smaller groups within a faculty. Evaluators are in a unique position to understand the range of development needs and should play a major role in facilitating staff development activities.

If staff development activities are to be successful, adequate resources must be available for teachers and administrators.

Those responsible for conducting evaluations are in the best position to know the kinds of materials, books, and other resources needed to support the staff development program. They should be able to help teachers identify specific development activities, short courses, seminars, and other experiences to help them attend to their staff development goals. They need to know who has the skills necessary to assist teachers in specialized development. Resource identification is critical to the entire staff development program, and it must be the assigned responsibility of those in responsible evaluation positions.

All too often the resources for staff development programs are inadequate. When budget cuts are made, this is an area that may suffer most of all. Evaluation programs depend on adequate staff development resources to achieve high priority improvement goals. Evaluators can serve as advocates for staff development resources. They are also in a position to give leadership in generating enthusiasm and commitment to the staff development programs. Because resources are often limited, priorities for allocation need to be established. Evaluators can play a key role in helping to identify and establish the priorities for attending to the staff development needs of individuals and groups of teachers.

The five evaluator roles discussed in this material may not attend to all of the major roles expected of those involved in instructional evaluation. However, if these roles are adequately fulfilled by evaluators, major strides toward improving instructional performance can be made. The roles do focus rather specifically on curriculum and instructional leadership. When evaluators are effective in these roles, other areas of concern can be dealt with by those not assigned evaluation responsibilities. A careful delineation of leadership responsibilities will help entire school organizations to be more effective.

Attitudes

It is much more difficult to adjust or change attitudes than to learn new skills or develop new understandings. It has been suggested that it may be seven to 10 times more difficult to change attitudes than to acquire skills. In any case, attitude change is a difficult and challenging area. The attitudes discussed below have been found to be critical for those in instructional leadership positions.

Optimism

Perhaps the most important attitude for an evaluator is to be a long-term optimist. Optimism is a result of many influences. Leaders in any organization must believe that they can help their organizations to be successful while they themselves are achieving their goals. Although leaders should believe that they can be successful, they also must be realistic about what can be accomplished.

Those who have evaluation responsibilities may begin to believe that it's very difficult if not impossible to improve programs and/or performance. On a day-to-day basis persons in evaluation or instructional leadership positions may become pessimistic about what can be accomplished. If evaluators are to be successful they must believe they can accomplish their goals and help others to improve their performance. Very often systematic planning and good organizational skills help to develop a feeling of optimism about what can be accomplished.

Honesty and Integrity

It is critical to the health of the organization for evaluators to reflect attitudes based on their own personal characteristics of honesty and integrity. Evaluators who are honest and who can communicate this honesty to others do reflect a set of attitudes about their work and their expectations. These attitudes may cause evaluators to be less popular at times but will help them to gain the respect of their colleagues. Honesty is the characteristic teachers believe to be most essential for those in evaluation positions. Honest transactions between evaluators and teachers are necessary if schools are to be healthy organizations.

Positive Attitudes

Evaluators who demonstrate positive attitudes about others in the organization will be more successful in helping the persons they work with improve their performance. It is possible to focus on either the successes of those being evaluated or their failures. When successes are emphasized attitudes about the evaluator and the evaluation process will be more positive. Instructional leaders have found that there is an important payoff when they reward those who create new opportunities rather than concentrate on the punitive activities they can use to punish less effec-

tive personnel. They help others to see problems as challenges, and they work to create new opportunities instead of using their time and energy focusing on less productive activities.

Renewal Commitment

It was pointed out earlier that evaluators must model certain behaviors. One of those behaviors is to demonstrate a commitment to personal renewal. Attitudes about renewal and improvement are communicated by the way people approach their work. Evaluators who demonstrate that they have positive attitudes about their own personal development and renewal will have a positive influence on the behavior of others in the organization. Their feelings about the motivation, commitment, and conviction necessary for individuals and organizations to systematically renew themselves are reflected in the way they approach their work with others. No one is hostile to the idea of renewal, but it is very difficult to translate positive thoughts about renewal into personal action. Virtually no one is hostile to the idea of renewal, but oftentimes there are villians within us that keep us from moving ahead with plans that reflect renewal and development attitudes (Gardner, 1978). Evaluators who reflect positive attitudes about their renewal and the need for others to renew are models of desired behavior who will help renewal attitudes permeate the entire organization. These attitudes can be most helpful in overcoming organizational apathy and other problems that affect nonrenewing individuals and organizations.

Feedback

Evaluators must be open to feedback from others. Their attitudes about feedback are vital to the total organization. One of their primary roles is to provide feedback to others to help them improve their performance. The attitudes they demonstrate about feedback will be well known to others in the organization. It is a characteristic of renewing people to receive and accept honest, objective feedback so that they can improve their own performance. Several goals are being accomplished when evaluators demonstrate that they are open to feedback. They are communicating their willingness to improve, and they are setting the stage for their work with those they will be evaluating. They are communicating a positive attitude about the evaluation process, and they are reinforcing the need to generate objective information that will be helpful in the feedback process.

Risk Taking

It has been found that most successful leaders are willing to take risks. Risk taking is based on a set of attitudes including those that have been discussed in the preceding materials. People who are willing to take risks usually have a healthy self concept. They feel good about what they are doing and are willing to try various approaches to solve problems and make positive changes. Risk takers also tend to be proactive rather than reactive. They tend to be moving ahead and developing new ideas and new programs rather than waiting to react to each new problem or crisis. Educators willing to take risks are needed if schools are to be successful in meeting the many challenges they face.

Trust

Evaluators must demonstrate that they do trust others in the organization. This is extremely important because the success of their work depends on the trust relationships they have developed with others. Developing trust is a process that requires a healthy self-concept and the ability to communicate positive feelings about others in the organization. As evaluators demonstrate that they do believe in others they will be taking an important step in building positive working relationships. Those who are able to build trust relationships and can demonstrate positive attitudes about others will also be more successful in conflict management situations. It is very difficult, if not impossible, to reduce interpersonal conflict when the level of trust is low or nonexistent. The attitudes and assumptions that evaluators have about others will be directly related to the degree of individual and organizational paranoia. Although evaluators cannot expect to eliminate the paranoia that others have, they can reduce fearful attitudes to the point that they can have productive relationships with their colleagues.

The attitudes discussed in this section are communicated when evaluators do feel good about themselves and their work. It is important for those in evaluation positions to accept their work as being important and potentially very helpful to their colleagues. When they are successful in helping others to improve their performance, their attitudes about their work will become more positive, thus making their chances of success even more likely. The knowledge and skills needed by evaluators are important, but unless attitudes are properly modeled and developed in others it will be difficult if not impossible to achieve important evaluation goals.

Evaluator Skills

There are many skills that evaluators must have if they are to be successful in their different roles and in attending to their responsibilities. The skills enumerated and discussed below are not meant to be all inclusive. They do represent several of the most important skills needed by those in evaluation and leadership positions.

Communication

Evaluators need to be effective in all aspects of communication. Some may believe that the most important communication skill is how to transmit ideas to others. Getting ideas across is important, but effective communication begins with good listening skills. Skilled active listeners are able to be more effective in the conferences that are important to personnel evaluation programs. Good listeners decrease the anxiety level inherent in those conferences. Being an effective, active listener is not something that just happens or that a person acquires incidentally. It is a process that requires training and practice. When evaluators work at active listening they become more effective in this phase of the communication process. The more effective the evaluator is as a listener, the greater the likelihood that the personnel conferences will be positive and lead to desirable outcomes.

Another important evaluator skill is to be able to use the communication mode that is most appropriate for a given situation. Changes in behavior can be made most effectively through one-to-one communication. Very little impact is made on individual behavior with memos and other written forms of communication. Written communication should be used when a person is attempting to distribute information to a large group but doesn't expect to have much feedback or to make a major impact on individuals in the group. Evaluators may be aware of various communication modes, but they may develop patterns of behavior that cause them to rely on a single mode for virtually all situations. This may be due to the insecurity or anxiety that evaluators feel about communicating with others. One important self-development activity for evaluators is to take part in communication skill sessions and invest time and energy in developing a full range of communication processes.

Decision Making

Evaluators and other instructional leaders should have a

sound knowledge of various decision modes and be able to apply their knowledge to specific situations. They should know which decision modes are most effective with different individuals and groups. It takes a great deal of skill to adjust decision modes to fit different situations. For example, when the situation suggests that a number of persons ought to be engaged in a consensus decision-making activity, the evaluator must be skilled at involving people to reach a consensus decision. This process requires effective communication skills and positive interpersonal skills. Evaluators should also be able to communicate to others in the organization when unilateral decisions need to be made. This requires effective communication and interpersonal skills as well as a high level of trust with those affected by the decisions.

Another popular decision mode is to make decisions based on majority rule. Evaluators must understand the majority decision-making process and be skilled at using the proper processes to arrive at the decisions. The majority process is not necessarily the most democratic, but it is used regularly when a large group of people must make a decision. Using this decision mode requires a thorough knowledge of parliamentary process. The success of this mode depends on the skilled application of parliamentary procedures.

There are other decision modes that the evaluator may know about and wish to use. The effectiveness of the decision-making process ultimately depends on the interpersonal and communication skills of the evaluator.

Interpersonal Skills

Those responsible for conducting the evaluation process need to be effective at using a variety of interpersonal skills. Perhaps one of the most important skills is the ability of evaluators to develop positive working relationships with those they are responsible for evaluating. When persons working together have a positive relationship they have what is known as a plus-plus relationship (Lundstedt, 1969). When this type of relationship exists it is much more likely that effective changes will take place. In some cases it may be very difficult to develop plus-plus relationships. Evaluators must assume the responsibility to develop positive relationships with all those they work with in the evaluation program. Developing a positive relationship depends on how well evaluators communicate their attitudes and assumptions about the people with whom they work. They are able to communicate that they are objective and do not have negative feelings or assumptions about the persons they are evaluating.

It is very difficult to change a relationship that is negative or minus to one that is positive or plus. Minus relationships can be improved through the use of one-to-one communication in informal settings as well as in personnel conferences. Active listening is the communication skill that will be most helpful in improving interpersonal relationships. It is a process that conveys the message of attempting to understand divergent points of view. Evaluators must also be able to communicate their feelings and knowledge in an honest and open manner so that others will understand their viewpoints, attitudes, and feelings.

Occasionally it is possible to improve interpersonal relationships through group activities and group processes. When group processes are used the leader must be effective in attending to the dynamics of the group and assisting in developing common understandings and agreements. It is important for evaluators to know about group dynamics and group processes and to be able to use them effectively to improve interpersonal relationships in order to solve problems common to the group.

Planning

One of the most important characteristics of good teachers is that they are able to develop effective instructional plans. This is also true for supervisors and evaluators. They must be skilled at identifying both short-term and long-term goals. Once they have identified their goals they should be able to develop plans that are comprehensive and consistent with their expectations. They must be skilled at identifying major activities that will help them successfully carry out their plans. They should be able to delineate the tasks, or smaller units, necessary to accomplish each activity. They also need to be able to establish time expectations for carrying out the activities, tasks, and total plan. The skilled leader should be able to set realistic time expectations rather than being too optimistic about when the tasks can be completed or being too pessimistic and end up delaying the completion of any of the activities within the plan.

The effective planner should also be skilled at monitoring plans that have been established. The monitoring process requires the evaluator to analyze how well the plans are being carried out and to determine what adjustments need to be made. This is especially critical when there is a long term improvement plan spanning months or even years. Important resources may be lost when a plan is not properly monitored. Adjustments should be made before problems develop that may be very difficult to solve.

Evaluators should be skilled at helping others with the planning process. Very often teaching can be improved through the development of effective instructional plans. Evaluators should help teachers see the value in careful planning as well as give assistance to those who have special planning needs. They can also be helpful in monitoring instructional plans and giving feedback to the teachers about adjustments that can be made that will make their plans more effective.

Data Collection

Evaluators need to be able to understand and use a range of data collection techniques. The technique may range from organizing and synthesizing test data to conducting observations of instruction where there are very few specific guidelines about data collections. For example, an observation of lecture and discussion in the classroom may require the evaluator to be skilled at recording the discussion as it takes place. A different type of data collection would be needed in an automobile shop or physical education class where there may be very little verbal interaction but considerable physical activity. The evaluator must know which data collection technique would be most appropriate for each of these situations and be skilled at using the techniques to generate the most helpful information.

Highly skilled observers and evaluators are able to develop data collection methods that are appropriate for unique situations. They may find that the skills that they depend upon for many observations would be inappropriate for atypical classroom activities. When this occurs they should be skilled at using data collection techniques that will provide the best possible information for feedback sessions.

Resource Management

As resources continue to decline it is even more important for leaders to be able to manage their resources effectively and efficiently. They need to be able to identify those resources that are essential for carrying out evaluation and improvement activities. Priorities need to be set so that resources are available to attend to the goals that are most critical to the entire organization. Identifying, generating, and using resources properly require many of the management skills discussed in this section.

Evaluators who are skilled in resource management are positive models for others. They are able to help teachers use their resources properly so that instructional plans will be suc-

cessfully carried out. They should also help teachers identify other resources that they may be unaware of or not be able to secure without additional assistance. Evaluators should help allocate resources fairly to the teaching staff so that teachers and students will benefit uniformly from the available resources. This is especially important when resources are inadequate to fully meet the needs of everyone in the organization.

Conflict Management

There is a great deal of discussion about the necessity for those in leadership positions to effectively manage conflict. This may be one of the most important areas for study and skill development by evaluators. Those who effectively manage conflict do so because they have good personal self-concepts in addition to having excellent communication and interpersonal skills. They are able to focus on the problems that need to be solved and to depersonalize situations that have become highly emotional. They are skilled at focusing the resolution on identified behaviors and in the use of objective data to clarify emotional situations. They are able to reduce hostility and negative feelings that may be the basis for the conflict.

When conflict has been properly managed the parties involved should be strengthened by the process. They should feel better about themselves and not feel they have gained by defeating others. This may be difficult to accomplish, but positive, skilled leaders can play an important role in reaching a healthy resolution of conflict.

Knowledge

Evaluators are expected to have a sound knowledge base in many areas of education. If they are to adequately attend to the roles and skills discussed earlier there is a great deal they should know about people and organizations. Evaluators should have a good understanding of the total curriculum and the various content areas. It is very important for them to be knowledgeable about instructional leadership processes that are important to teacher and student performance. When evaluators demonstrate their understanding of instructional processes, they are able to develop and maintain their credibility with teachers and other key personnel. The knowledge expectations discussed in this section are considered to be most critical for evaluators at all levels of the school organization.

Leadership Theory

One of the important areas that must be fully understood by those in evaluation positions is leadership theory and its application to school settings. A strong background in this area can help evaluators to be effective in their individual and group interactions. By understanding different approaches to the various leadership processes they should be able to adapt to various situations they face on a day-to-day basis. It is well known and understood that the same leadership process will not be effective in all situations. It is important for evaluators to know those processes that will be most effective for the variety of challenges they face. This will improve their chances for successful working relationships.

Knowledge of leadership theory and processes will help evaluators solve organizational as well as individual problems. There are times when the larger organizational problems must be attended to so that the individuals can be more effective in carrying out their responsibilities. Leadership is very difficult to define or describe, but there are leaders who have the so-called "right stuff" (Wolfe, 1979). They are more effective in working with others and consequently improve individual performance and organizational effectiveness.

Curriculum Planning and Evaluation

Evaluators must have a basic understanding of curriculum planning and evaluation. They should know several curriculum planning approaches so that they can assist the teachers involved in long-term curriculum planning, development, or revision activities. Evaluators should not only know about curriculum planning, they should also be able to identify those activities necessary for carrying out the curriculum plan. They should give leadership to the curriculum planning activities so that the curriculum and instruction will be in harmony. By having a good understanding of curriculum planning they are able to interpret curriculum concepts to others and help insure the success of the planning efforts.

Leadership also needs to be given to curriculum evaluation activities. Evaluators should understand the relationship of curriculum planning to appropriate evaluation processes. A knowledge of formative and summative evaluation is necessary for those responsible for improving curriculum and instruction. They should be able to clarify these concepts to teachers involved

in developing and evaluation programs. When evaluators and teachers are thoroughly versed in evaluation concepts they can apply the concepts to their curriculum improvement plans. This helps to assure that the curriculum will be properly reviewed, evaluated, and improved.

Instructional Planning

Evaluators and teachers must be knowledgeable in all areas of instructional planning. Evaluators should know the elements that are essential to effective planning and be able to communicate this information to teachers and others involved in instructional improvement activities. Teachers and administrators should understand how each area of instructional planning affects student learning and achievement of curriculum expectations. Sound principles of instructional planning need to be the frame of reference teachers and evaluators use as they work to improve instruction.

Many teachers understand the role of postassessment in the planning process. They are relatively effective in determining how to assess their instruction. However, in many cases there is a lack of understanding about the relationship of their assessment activities to the expectations they have for their students. Teachers should understand the potential range of preassessment and postassessment procedures and how they should use these procedures to improve their instruction. Evaluators can help teachers identify assessment processes that relate to specific learning expectations. They can also help to interpret assessment processes to teaching staffs and the effect pre and postassessment activities have on student learning. When evaluators help teachers improve their procedures of assessment, instructional planning will be strengthened and opportunities for student learning improved.

Most teachers do know what their students are like. In addition they should know how students learn. This is a very complex area and may require special assistance from those with a strong background in learning theory. Evaluators should be able to help teachers understand general learning principles and help them to determine how these principles should be used for instructional planning. When evaluators help teachers focus their instructional planning on student learning, they are shifting the emphasis from instructional means to learning outcomes. This will help to improve student learning in all areas of the curriculum.

The majority of teachers know a great deal about the materials they work with and the strategies that are appropriate for using

the materials in the classroom. Evaluators should know how to help teachers identify the most effective strategies and materials to use in achieving their instructional objectives. They should also know how to develop criteria for use in the selection of instructional materials. It is critical to agree upon these criteria before materials are adopted and used.

Although it is impossible to know the full range of research about teaching and learning in all subject areas, evaluators should have a thorough understanding of the research about teacher effectiveness. They should know which teacher effectiveness principles can be applied to various grade levels and subject areas. They should be able to help teachers apply the research to specific instructional activities. They should also help teachers understand when research about effectiveness does not apply to their specific situations. Evaluators should help to assure that long-term instructional improvement plans are guided by research appropriate to the grade levels and subject areas. Evaluator support and assistance in all areas of instructional planning may result in the greatest benefit to teachers and students.

Summary

Throughout this paper evaluators have been referred to as instructional leaders. This position is based on my assumption that personnel evaluation is by its very nature an important leadership function. It is a function that virtually all administrators must be able to carry out effectively. Good leaders are also good evaluators. They are able to give helpful corrective feedback. Their feedback tends to be objective and is aimed at improving performance. Because they model the behavior they expect of others, effective leaders expect to *receive* objective feedback that will help them to improve their performance.

The skills, attitudes, and knowledge needed to be effective in various evaluator roles were discussed separately. This was done to help identify and clarify the behaviors and competencies that are important for those in evaluation positions. I do want to acknowledge the problems that arise when you attempt to separate or classify such a complex interrelated set of expectations. One must look across the expectations and synthesize the information to develop a holistic perspective about those who are responsible for personnel evaluation. For example, if evaluators are to be effective in their roles they should have developed a good understanding of leadership theory and know how to apply

certain aspects of the theory to specific evaluation situations. They need to be able to demonstrate that they can respond to many of the challenges they face as rational and predictable instructional leaders.

One of the evaluator roles discussed earlier was to model the behavior they expect from others. This is a role that affects nearly all of the interactions that evaluators will have with their colleagues and the personnel they are responsible for evaluating. One of the most important instructional leadership expectations is to help others develop a commitment to renewal and staff development. It is much easier to develop this commitment when the leaders are models for personal improvement. The staff development commitment will help teachers to be more effective in their areas of responsibility. They are willing to make their commitment to improving their teaching and learning when they see that renewal expectations are being modeled at all levels of the school system.

Honesty and integrity were discussed as attitudes that are important for evaluators. Yet, they are really personal characteristics that reflect attitudes important for all those in leadership and teaching positions. When evaluators are able to demonstrate that they are honest and have a high level of integrity, they will be more effective in nearly every leadership and evaluation activity. Their communication and decision-making processes will be enhanced by their demonstrated ability to be honest and open. Good communication leads to improved working relationships and enables leaders to be successful in all aspects of their evaluation responsibilities.

There should be high-level expectations for all those in evaluation and other instructional leadership positions. The expectations may not be met at a uniform level by all evaluators, but they can provide an operational frame of reference for those who are expected to perform personnel evaluation functions. Excellent performance is the result of an ongoing commitment to a set of high-level goals. It is not something that happens naturally because of unique personal characteristics. Evaluators who are motivated and who make a commitment to their own achievement will help to generate a higher level of commitment to excellence throughout their school systems.

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NSPER

Summary Statement

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Clarifying Some Persistent Problems

by
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and
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Most of the time the phrase "evaluating teaching" causes people to think and write about teachers, what they do, and what their students can and cannot do. Several of the NSPER sessions prior to 1982 took that focus (1974 — The Evaluation of Teaching; 1975 — Evaluation of Administrative Performance; 1979 — Planning for the Evaluation of Teaching; 1980 — Observation and the Evaluation of Teaching). The teacher participants in these NSPER sessions and in other conferences repeatedly asked: "What are the qualifications of the person who evaluates teaching? What is competence for the teacher evaluator?" NSPER:82 was designed to focus on these questions.

There is little research on the components of competence for evaluating teaching. As a result, the co-directors of NSPER decided to develop a listing of the knowledge domains, the skills, and attitudes needed by those who evaluate teaching. To do so, respected resource persons were asked to make presentations which would nominate items they think should be included. The NSPER:82 participants were asked to discuss the items so

nominated; to indicate which of the nominated items ought to be deleted and the logic of the case for such a deletion; and to make additional nominations along with the logic for their inclusion. Through this process the NSPER:82 co-directors hoped to develop a consensus listing that might serve as a guide to current practice and as a starter set for subsequent research on the question: What knowledge, skills, and attitudes are needed for competent evaluation of teaching?

Complications

There are a number of points, concepts, and/or practices that made the discussions of NSPER:82 difficult. Both practitioners and researchers should be aware of these complications. They clearly condition what is done as teacher evaluation and what it may accomplish.

Process or Position?

The first complication stems from the assumption that we are talking about *a* position or job title when we talk about or do teacher evaluation. This is further complicated by the assumption that *the* teacher evaluator is also the school principal. It seems more productive to consider teacher evaluation as a process, not a position. There are numerous people who evaluate or contribute to evaluation of teaching: students, parents, peers, building administrators, central administrative personnel, community members, etc. Consideration of teacher evaluation as a position is restrictive and narrowing, and it places some unnecessary constraints on what can be accomplished.

Conversations and discussions frequently waffle back and forth — at one moment discussing teacher evaluation as process and at another as position. We are frequently unaware that the focus of our discussion has shifted. In those instances, one person can be discussing something he thinks the principal must do, while a second person can be focused on something the principal cannot do.

Evaluation Purposes

A second complication in the work on competent evaluation of teaching is the question of purpose. What is the evaluation of teaching supposed to accomplish? What's its purpose? In the past, two purposes have been recognized. Evaluation, as many

writers have said, is a process that serves decision making. If evaluation is done well, decisions would be more "informed." If we evaluate teaching well, we would expect that decisions about teaching would be more objective and rational. There are two general classes of decisions about teaching: decisions about how a person teaches a subject or a skill; and decisions about staff assignments, promotion, or retention.

The question of purpose complicates our search for answers about the knowledge, skill, attitude composites for effective evaluation of teaching in several ways. One person in a discussion may be focused on professional growth of a teacher and another on the retention/dismissal decision. In such situations, discussants spend most of their time talking past each other.

The confusion engendered by different purposes has another more insidious character. Carolyn Wood, in a study in New Mexico, found that the stated purpose was one thing, while the operational purpose was something else. The respondents (evaluators) in New Mexico schools said that evaluation was to help individuals improve their instructional skill. An analysis of the forms and procedures indicates, however, that evaluation of teaching in those schools generates data for administrative decisions, primarily the retention-dismissal decisions. When we say one thing and do another, we confuse the people involved.

Data for Evaluating Teaching

A third area of confusion focuses on what constitutes relevant data? What are the variables we can use in evaluating teaching? The way a sizeable number talk about it, the only data that are useful are those data collected in the in-class observation of teaching. We strongly believe that classroom observation is only *part* of the data needed in assessing whether or not teaching has been effective. It can provide answers to questions about what the teaching was. It cannot tell us whether or what or how much the students learned. There are legitimate concerns about use and misuse of data on student growth. But those concerns in no way change the fact that student growth (academic, physical, and/or social) is the primary data for determining teaching effectiveness.

Prior NSPER sessions have acknowledged that along with student growth, there are three more categories of data or classes of variables that should be included: teaching style variables, employee variables, and context variables. Teaching style variables deal with the how of teaching, some of which we collect in observations. In including this class of variables, it should be

clear that they do not provide predictive data. We cannot predict that higher student growth will be achieved if the person will use a particular teaching style or strategy. Another way to express this concern is that *there is no single right way to teach.* There are ways that will be effective when used by some teachers with some students on some subject matter.

There is equal concern about the class of variables called "employee variables." Here we include such things as punctuality, honesty, dedication to the job, ability to get along with others on the staff. These are not peculiar to education. Rather they are variables that deal with the functioning of the organization. Studies have shown that institutions with a businesslike atmosphere are more effective than those that are lackadaisical. Concern about how these data are used is important. Capriciousness and harrassment must be avoided.

The third class, context variables, are those that constrain what a person can or cannot do as teaching. Educators have allowed the general public to assume that if a specific student, or a group of students, does not learn a given lesson, it is the teacher's fault. (Interestingly, the converse is seldom expressed.) We know that peer pressure conditions what and how much is learned, but we've not included it in evaluation of teaching. The ability and prior achievement of the students assigned to a teacher is another context variable that must be included in teacher evaluation. State laws, local policies, and organizational rules are constraints as well. They contribute to or constrain the teacher's work and thus should be a factor in assessing the effectiveness of teaching. We need to incorporate these variables into the evaluation of teaching so that we have a greater realism in terms of what can and cannot be accomplished by teachers.

Data versus Judgments

Another item that inflicts confusion in discussion of the knowledge, skills, and attitudes for evaluating teaching is our inability to consistently differentiate between data and judgments. Some people observe teaching and record judgments. "Your transition from a math lesson to a science lesson took too long," is an illustration. "Your transition from the math to the science lesson took four minutes during which time you repeated the instructions three times," is the observation record made by others. It is descriptive data. The judgment record can be substantiated only if there is one right and wrong way to teach. Research tells us that there isn't *a* right way. Something is right or wrong IF stu-

dent growth is promoted or inhibited. If the teacher's students are having math or science difficulties, then the "badness" of the transition may be inferred.

Observations that yield judgment records often seem to be accusations. They can easily engender defensive behavior on the part of the teacher. Such feelings impede the exchange of information. People who "know" how a concept or a skill lesson must be taught have a difficult time working with a teacher to find ways the teacher can become more effective. Further, the people who "know" how to teach and who "judge" in classroom observation are people who do not need student growth data in evaluating teaching.

Knowledge, Skills, and Attitudes of the Evaluator of Teaching

Determining what knowledge, skills, and attitudes that contribute to competence in the role of teacher evaluator calls first for the delineation of that role. The NSPER:82 resource persons were asked to attend first to the question of role or roles. In each case a lengthy list was presented. And, the participants in general accepted that diversity. That diversity of role is indicated in the resource persons' papers presented in the earlier sections of this monograph.

There may be several explanations for this wide diversity in roles. First, given the needs in elementary and secondary schools today, it may be that broad kinds of support are needed — so broad that it encompasses many roles. Second, the citation of so many roles may be due to the fact that our knowledge of the evaluation of teaching is in its infancy. It may be the case that our knowledge about the use of evaluation to improve staff performance is so minimal that we cannot achieve consensus on a delimited role or set of roles. Educators have deliberated at length about evaluating teaching and supervision. It is time we structure some empirical studies that will provide us an objective base.

Knowledge Domains

There was strong agreement among the resource persons and the participants about the knowledge domains that need to be known by the teacher evaluator. The listings included:

1. *Knowledge of the evaluation process in general and the evaluation of teaching in particular.* The individual needs to un-

derstand the components of the evaluation process and of the teacher evaluation process; how those components fit together in the different forms evaluation can take (needs assessment, process and product appraisal, etc.); the purposes served by evaluation; and what it can and cannot do. The evaluator of teaching should know that evaluation serves decision making by helping decision makers determine the relative value of the alternatives being considered in a given decision. Stated another way, evaluation done well informs decisions.

2. *Knowledge of the subject matter or skills being taught.* There was considerable argument among the NSPER participants about this knowledge domain. Some maintained that the evaluator must be expert in the subject matter being taught. Others indicated that this was too much to ask of any individual. Both sides of the discussion agreed that knowledge of the subject must be part of the personnel evaluation process — perhaps brought in by the evaluator, perhaps brought in by a third party.

3. *Knowledge of the teaching process, its variations, and the correlates of effective teaching that have been identified in our nine decades of research on teaching.* There was considerable, almost unanimous, agreement that the evaluator of teaching should be a continuing student of the teaching process and of the range and nature of different teaching styles. And the participants seemed in agreement with the opening statement in the NSPER:82 sessions that we have not found the universally effective way to teach. At the same time, there was an abundance of referrals to "good teaching" stated in a way which seemed to imply that we know what good teaching is or we will know it as we learn more about the teaching process. The apparent difference needs to be brought into the open and studied carefully.

This knowledge domain includes the criteria for appraising teaching. Two general types of criteria enjoyed the forefront in the NSPER:82 sessions: process criteria (what the teacher does) and product criteria (what student growth occurs as a result of teaching). The use of data on teaching process as criteria for judging teaching good, bad, or indifferent reinforces the idea, expressed above, that some of us "know" what good teaching is. This may suggest that some of us do not recognize that process data help us understand *what* the teaching was and that product data help us know the *effects* of that instruction.

The line of discussion above suggests that student growth is the only criterion for appraising the quality of teaching. There is difficulty in that conclusion which every competent evaluator of teaching should understand: What the teacher does in a

classroom is not the only conditioner of student growth. Other factors such as peer pressure, ability and prior achievement of the learners, socioeconomic status, time, instructional resources, local and state regulations, etc., influence learning and must be considered when the quality of teaching is being appraised.

Finally, the correlates of effective teaching are included in this knowledge domain. There have been numerous efforts in the past 10 years or so to try to synthesize the vast amount of research that has been done in search of components of effective teaching. A synthesis of the syntheses was done by Braskamp for an earlier NSPER session (NSPER:80, *Observation and the Evaluation of Teaching*). His effort suggests that there are five things that associate with student learning: 1) subject matter knowledge; 2) the articulateness of the teacher; 3) teacher enthusiasm for learning the subject; 4) time on task or engaged time; and 5) a businesslike atmosphere. Our research on these items is associational, not causal. Their use in appraisal of teaching must be made with this in mind.

4. *Knowledge of the learning process and the kinds and range of learning styles.* If knowledge of the students' growth is the prime component in appraising teaching, the competent evaluator must be a scholar of the learning process and of styles of learning.

5. *Knowledge of resources.* Evaluators of teaching should know about the resources available to do the task. This includes equipment (sound and video recorders, computers, etc.), measuring instruments (checklists and rating scales), and people with varying expertise useful in the process of evaluating teaching.

Skills

The items presented by the resource persons in each of the three NSPER:82 sessions were generally accepted by the participants. Communication skills were accepted by everybody as was the ability to conduct pre- and post-observation sessions. The latter skills did not seem to be items with which many of the participants felt comfortable. And it seemed that a number of participants would like to develop their observation and observation-related skills.

The resource persons and the participants seemed to perceive evaluation of teaching as a systematic problem-solving activity. Thus, the teacher evaluator should possess skills in problem delineation, evaluation design, data generation and analysis, and interpretation. The discussion of skills in confronting problem

behavior, stress management, and conflict hint at the difficulty educators have in discriminating between evaluation and administrative action. Evaluation generates data that identify problem behavior. Administrative or supervisory behavior is involved in the confrontation of it. This is not an agreement that evaluation and administration or supervision are discrete entities. Certainly, when the building principal is also responsible for evaluating teaching, the evaluation and administration skills come into the building under one hat. Rather, it is an attempt to do two things: 1) to discriminate between evaluation and action-taking as much as we can; and 2) to call for work that would deal with the interface between evaluation, administration, supervision, personnel development, curriculum design, and any other interacting components of the school in operation. In operation the discriminations between this or that component of the work are needed only until the item of focus is understood. Then all those parts must be put together as the operation or work is carried out. In the wrap-up session in Philadelphia there was a clear request that Phi Delta Kappa, an organization encompassing all aspects of education, undertake a project that would carefully detail how all the components of education fit together.

Attitudes

This seemed to be the most difficult area to confront for both the resource persons and the participants. Although not presented in all three sessions, the list in the March 1982 *Practical Applications of Research* seems to be a good summary of the NSPER:82 participants' thoughts on attitudes needed by competent evaluators of teaching. That list includes 1) a generally positive outlook on life; 2) a general valuing of evaluation work; 3) a realistic picture of evaluation as only one of many parts of education; and 4) a recognition of our fallibility (As much as we hate to admit it, we are all human and we can and do make mistakes).

Summary

The three sessions of NSPER:82 were planned as an initial response to the numerous teachers who have asked, "What makes a person a competent evaluator of teaching?" The items presented in this monograph are here primarily through logic and consensus. We hope that scholars of the personnel performance evaluation process will subject this picture of competence to

rigorous empirical tests and that they will use all available avenues for communicating their findings to the people who are responsible for evaluating teaching, those who must do it, and last but far from least, the teachers.

Evaluation of teaching and judgments about its goodness or badness are being made and will keep on being made. No one can stop it — no teacher nor administrator nor school system nor union contract. It is our inherent nature to appraise and to render judgments based on the data from those appraisals. Sometimes we are rigorous in those appraisals. At other times we are haphazard. It is not a question of, "Will teaching be evaluated?" Rather, the question is, "How?"

The ideas presented in this monograph are based on the assumption that teachers and other educators are professionals. Our work is primarily that of service to a client (the learner). The guidance for how we do that work comes from a large body of knowledge, a body of knowledge that is incomplete and growing. Teaching, like medicine, is an inexact science. Out of this complex of thoughts comes the justification for rigorous systematic use of the evaluation process. The primary obligation the professional has to his client is to be able to say, "Given the state of our knowledge to date, I've done the best I can to serve you." And in order to be able to say that with a clear conscience the professional educator must continually grow in terms of his or her knowledge about teaching, instructional skills, and attitudes. Evaluation is a process that, if done well, can markedly assist the teacher to grow professionally.

The participants of NSPER:82 said often and in many ways that the major purpose of teacher evaluation is to help the person being evaluated improve his or her instruction. But we (the NSPER:82 participants and educators in general) are in conflict on this point. Most personnel performance evaluation focuses, directly or subtly, on the question, "Shall we dismiss teacher X?" From the time a person is hired, we maintain a file in which we accumulate data and judgments about every teacher's competence. Teachers are presumed inadequate before the fact.

If we believed, sincerely believed, that teachers are professionals, evaluation of their work would be structured as an effort to help them, the teachers, perform their teaching assignments better. Little things would make a big difference. For example, if you are an evaluator working *with* me, a teacher, to help me improve, we are teammates. In the normal course of *our* working together any reports (narrative descriptions of my teaching,

checklists, rating forms, etc.) are *my* property. If they are to be kept, I should keep them.

In our jurisprudence system we are not required to testify against ourselves. Performance evaluation done to help me grow as a teacher rests to a large degree on *my* willing exposure of *my* inadequacies. You need to have me tell you, "Mr. Evaluator, I'm having real trouble teaching my algebra students to solve story problems!" But, if you use that information as evidence on which to build a case for firing me, you are violating my rights. You in effect forced me to testify against myself.

Evaluation of teaching to help professionals improve is a very important component of the education process. We cannot afford to undercut its major utility by misuse. We must treat teachers as professionals by expecting them to grow professionally and by helping them with that growth through professional performance evaluation. After completion of a college program, they come to their work in schools certified as "safe to practice," not necessarily excellent, but at least competent to teach. (The fact that some colleges are inadequate does not alter the argument. Such inadequacy must be identified and rooted out!) Teachers come to us with a provisional certificate, and thus are required to grow. We can and must help them in that growth through performance evaluation.

The small number of people who get into teaching and who just are not cut out for the work (estimates are that 1 to 3 to 5 percent are not suited) must be dealt with through a different process. These people are easily identified. The oft repeated statement is right, "The building principal knows who the inept persons on the staff are." Each such case involves an individual and a specific set of particulars. We need to use due process procedures to remove such people — humanely. And, we cannot allow those actions to contaminate the normal performance evaluation activity and purpose — helping the professional teacher with his or her decisions on how to teach.